REPORT

ON THE

REORGANIZATION OF THE POLICE

OF THE

ALWAR STATE

BY

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Period of the work and staff

1. I was on special duty in the Alwar State of Rajputana, engaged in the reorganization of the Police, from 28th October 1903 to 27th October 1904, a period of one year. For the first three months of the time I had only two trained officers to assist me in the work, namely, Deputy Inspector Habib Ali of the Jhelum District and Deputy Inspector Ali Muhammad of the Hissar District. Both these officers worked with admirable assiduity throughout and have been of the greatest assistance to me Later on, with the sanction of His Highness the Maharaja and the concurrence and assistance of the Inspector General of Police, Punjab, I obtained the services of four more trained officers from the Punjab Police who were, and three of whom still are, employed in assisting to consolidate the system of Police administration which has now been introduced into the Alwar State. Mention of their work will be found at the end of the report.

Past history

2. There is little to be said of the previous history of the Alwar Police Up to the year 1896, the Police were merged in the "Foujdari" or Criminal Department, the head of which, the "Foujdar," combined the offices of Magistrate and Superintendent of Police. Under him, in the Police portion of the department, were two subordinate officials, drawing from Rs 20 to Rs. 40 a month, who were known as Superintendents, but who ranked as Thanadars and had no authority

The Foujdar's magisterial duties, in those days, were as simple as the methods of administering in general were primitive, and amounted to merely passing orders on the files of investigations prepared by Thanadars in their police stations. Complainants and accused, together with their respective witnesses, were summoned to the police stations where their statements were recorded by the Thanadars, and the cases were then finally disposed of by the Foujdar recording his finding on the files as they were sent in from the police stations.

In 1896, it was sought to separate the Police from the Judicial Department and, with this end in view, an Inspector from Ajmir, named Collis, was appointed Superintendent of Police; but the circumscribed nature of the authority accorded him and the obstructive attitude of the Foujdar, who fought to maintain his hold on the Police, effectually counteracted the good which might otherwise have followed the reform. Two years later, the strife between the Foujdar and the Superintendent of Police culminated in several of the latter's subordinates being, rightly or wrongly, prosecuted and convicted of bribery and the removal of Mr. Collis from the service of the State. He was succeeded by Munshi Mul Chand, an official of the State, who, besides having no qualifications for his new position, was already in executive charge of more departments than he could manage. He remained Superintendent of Police, however, until his death in 1901 and, from then on to September 1902, there was no Superintendent and the Foujdar carried on the work in conjunction with his own, thereby regaining his lost position and status as head of the "Foujdari."

In September 1902 Sayad Afzal Shah, who belonged to the Thaggi and Dakaiti Department, was appointed Superintendent, and friction with the Foujdar began again. A year later, in October 1903, his services, which were not appreciated, were dispensed with, and he was succeeded by Munshi Willayat Ullah Khan also of the Thaggi and Dakaiti Department; the latter was still in charge at

the beginning of the present reorganization, but in the middle of January 1904 he resigned, and I was fortunate in being able to secure for the Alwar State the services of Khan Sahib Muhammad Behram Khan, who had shortly before retired from the Punjab Police, an officer of exceptional experience of all branches of police work, of scrupulous integrity and particularly fitted in every way to fill the vacancy. He still remains in charge, and I trust that he may continue to do so for many years, for it will be difficult to replace him.

THE SUPERINTENDENT.

The Superintendent, a figure-head.

3. It is not surprising that, prior to the present reorganization, the four Superintendents had been able to effect little to improve either the status or the working of the Police, for they occupied the anomalous position of having a large and scattered department to supervise without being allowed the authority necessary to that end. Even the appointment, rewarding, punishment and removal of constables, or sepoys as they were then known, had to be referred to the Council and Political Agent, and sometimes months elapsed before the whole formality was completed, which was necessary to establish a candidate on a monthly pittance of Rs. 4-8. All matters, however trivial and unimportant, had in the same way to be referred for sanction and, although the recommendations made by the Superintendents were mostly accepted and sanctioned as a matter of course, still the fact that they personally had no authority, deprived them of the respect of their subordinates and rendered the position of Superintendent a sinecure.

Powers given to Superintendent.

4. On 10th November 1903, on my representing the matter, a resolution was passed by the Council delegating to the Superintendent of Police authority to enlist, promote, reduce, transfer, dismiss, and otherwise punish and reward policemen below the rank of Deputy Inspector and, further, to suspend any Police officer for misconduct, pending an inquiry and the orders of the Council. These powers were later on ratified and printed in the Rules regulating the Authority of the Heads of Departments.

The pay of the appointment.

5. The pay of the Superintendent of Police is fixed at Rs. 250 a month with travelling allowance in accordance with the Civil Service Regulations.

POLICE STATIONS.

Police stations before the reorganization.

6. Before the reorganization there were 16 police stations in the Alwar State, the jurisdictions of which were, with two exceptions, of reasonable proportions, comprising areas about the size of those in British India. The exceptions were Alwar Kotwali and Rajgarh. The jurisdiction of the Alwar Kotwali comprised, not only the Alwar municipal area with a population of 56,771 souls, but included within its limits no less than 216 villages, covering a tract of country some 28 miles long by 20 miles broad.

The Rajgarh jurisdiction, lying along the central portion of the southern border, between the Alwar jurisdiction and the Jaipur State, comprised a large city of 11,008 inhabitants and a rural area 30 miles long and 20 miles broad. The 210 villages in this tract of country are peopled with a highly criminal population freely sprinkled with Minas and Meos.

Three new police stations.

7. These two sub-divisions of the Alwar State were much too large and too thickly populated to allow of efficient administration being possible and, on 15th November 1903, the Council adopted and sanctioned my proposals which were, firstly, to confine the jurisdiction of Alwar Kotwali to the boundaries of the municipality and, secondly, to create three new police stations,—Alwar Sadr, Malakhera and Tehla. These three new police stations were located and began work on the 1st January 1904.

New Alwar Sadr Police Station.

8. The Alwar Sadr Police Station area now comprises a tract of country about 15 miles long by about 10 broad and includes 144 villages. The police station itself, situated at Alwar, is in a central position.

New Malakhera Police Station.

9. The Malakhera Police Station jurisdiction, drawn partly from the area formerly under the Alwar Kotwali and partly from Rajgarh, covers a tract about 14 miles long and 11 miles broad and comprises 150 villages. Malakhera is centrally situated and is on the line of railway.

New Tehla Police Station

10. The Tehla Police Station area was carved entirely *from the old* Rajgarh jurisdiction and was formerly a sub-division under that police station. It is about 18 miles in length and 9 in breadth, is wholly mountainous and sparsely populated. It contains 70 villages, *the inhabitants of which are addicted to cattle-lifting.*

Rajgarh Police Station.

11. This arrangement leaves Rajgarh Police Station its city of 11,008 souls and a rural area some 18 miles in length and 10 in breadth, containing 133 villages. Part of this area is hilly and thinly populated but the remainder is well studded with villages

Redistribution given effect to

12. The redistribution of the police station jurisdictions, as described above, was given effect to on the 1st January 1904, temporary *arrangements being made for the accommodation of the* men pending the erection of proper buildings.

Nimrana.

13. In April 1904 I was asked to arrange to take over the Police management of the Nimrana Estate. This small property, situated on the north-west of the Alwar State, to which it is tributary, comprises 19 villages with a population at the last census of 8,799, and has a revenue of about Rs. 30,000

Policing by Alwar an epoch

14 The policing of the Estate by Alwar marks an epoch in the history of Nimrana, being the first instance of Alwar partaking in any way in its internal administration. Up to the year 1803, the Nimrana Estate enjoyed independence but, after the battle of Laswara, Lord Lake confiscated the whole of it, owing to Raja Chander Bhan giving shelter and assistance to the Maharattas. Subsequently the Nimrana Parganah and five isolated villages were restored to the Raja, while the Gilot and Mandan Parganahs were made over to Alwar. Up to 1861 the Nimrana Raja, who claims descent from Pirthi Raj, the last of the Hindu Emperors of Delhi, steadfastly refused to [illegible] of the Alwar Chief, but in that year the Viceroy in [illegible] the relations to be observed between the two [illegible] *subjection. Notwithstanding this ruling, how*ever, the ill-feeling of the elder but lesser house towards the younger and more [illegible] itself in spite of repeated efforts to bring the [illegible]gh compulsorily brought under the Alwar Chief, [illegible] to avoid personal subservience by not being [illegible] will and he had in this way held aloof during the past 42 years. Last winter, however, as the result of negotiations by Lieutenant-Colonel C. G. F. Fagan, Political Agent, Alwar, Raja Janak Singh of Nimrana, not only agreed [illegible] Maharaja of Alwar on the occasion of t[illegible] which he is in futu[illegible]cing of his Estate by Alwar. This is noteworthy as the first occasion on which a Raja of Nimrana has by voluntary acts given evidence of the acceptance by him of his changed relations towards Alwar.

Strength and cost of Police for Nimrana.

15. The sum of Rs 800 a year is of course insufficient for the maintenance of a complete police station staff, but then, in view of the small area of the Estate, the full complement is not necessary. The value of the annual contribution has therefore been given to Nimrana in the form of—

	Annual cost.
	Rs
1 Sergeant, 1st grade, on Rs 25 a month ...	300
1 Lance-Sergeant on Rs. 10 a month ...	120
4 Constables on Rs 7 a month ...	336
Rs. ...	756
Cost of uniform for 6 men at Rs. 5 a head per annum	30
Menials ...	4
Stationery ...	10
Rs. ...	800

16. The reserve of Police in the Lines, as previously sanctioned, being sufficient to provide for this small body of men without further enlistment, they were drawn from that source and the sum of Rs. 800, paid by Nimrana, will be credited to the revenues of Alwar annually as an asset and may, therefore, be regarded as a saving against the increased expenditure on Police in Alwar.

A saving of Rs. 800.

17. The buildings for the police station at Nimrana are provided by the Estate. The new force was located there and began work on 20th May 1904.

Buildings at Nimrana.

18. All returns and reports in police matters are submitted direct to the Superintendent of Police, Alwar, copies being forwarded at the same time for the information of the Raja. The Raja exercises the authority of a District Magistrate with powers under Section 30 of the Criminal Procedure Code within the limits of his Estate and, therefore, tries his own cases. This arrangement has been found satisfactory and works smoothly.

Returns and reports sent to Alwar.

Statement A. Classification of police stations.

19. The increase of four police stations raised the number from 16 to 20, and they were divided as follows into 1st class and 2nd class:—

STATEMENT A.

First Class.	*Second Class.*
1. Alwar Kotwali.	1. Tijara.
2. Alwar Sadr.	2. Ghazi.
3. Rajgarh.	3. Partabgarh.
4. Lachmangarh.	4. Ramgarh.
5. Malakhera.	5. Katumber.
6. Bansur.	6. Narainpur.
7. Mandawar.	7. Tapukra
8. Behror.	8. Mandan.
9. Kishengarh.	9. Govindgarh
	10. Tehla.
	11. Nimrana.

Strength of the police station staffs.

20. The uniform strength of the two classes of police stations was fixed as follows:—

STATEMENT B.

First Class.	*Second Class.*
1 Officer in charge.	1 Officer in charge.
3 Sergeants.	2 Sergeants.
14 Constables.	9 Constables.

The above computation has been adhered to in the case of all police stations, with the exception of Alwar Sadr, Rajgarh, Lachmangarh and Nimrana. I have already disposed of the last of the four, Nimrana, in paragraph 15. The other three combine the largest jurisdictions with the most criminal areas in the State. They are thickly peopled and are unfortunate in having an exceptionally large number of Mina and Meo criminals among their populations. Due regard being had for the conditions and peculiarities attaching to each case, the staff of Police at each of these police stations has been supplemented to meet requirements, the details of which provision will be found further on in the report, in Statement G.

21. The Alwar Kotwali carries a City allowance of Rs. 10 a month. The appointments of Station House Officer in four of the 2nd class police stations (including Nimrana) have been reserved for 1st grade Sergeants in course of training for promotion to the rank of Deputy Inspector. These acting appointments carry two Station House allowances of Rs. 10 each and two of Rs. 5 each.

Allowances.

CHOKIS AND GHATAS (OUTPOSTS).

22. The word "Choki," meaning an outpost, is familiar in India, but the term "Ghata" in connection with Police administration, is, I believe, peculiar to Rajputana, as is the system which it denotes.

Ghatas and Chokis.

23. The constitution and functions of the Chokis, or outposts, in Alwar before the reorganization of the Police, were theoretically the same as appertain to similar institutions in British India. They were manned from head-quarters by regularly enrolled Police who, although they exerted themselves as little as possible, still aimed at both the prevention and the detection of crime as the auxiliaries of the police stations.

Chokis

24. The "Ghatas" might also be termed outposts, but they were confined, as their name implies, to the "ghats," or passes and defiles in the hills and they were responsible (for the *prevention* of crime only) to the public, rather than subordinate to the police stations. The "Ghatas" had small and loosely defined areas attached to them, within which the men in charge, known as "Ghata Officers," were held responsible for all offences. In the majority of instances, the original Ghata Officers were notorious criminals who had systematically preyed upon the public in and about the "ghats," [illegible] e and punishment, [illegible] tention to maintain [illegible] ain in wait and rob [illegible] Police and paid by [illegible] Each Ghata Officer was allowed a certain number of sepoys, varying in number from 2 to 10, to assist him in maintaining the law, and he was permitted to draw the whole pay of his establishment and to appoint his own following, the whole contingent being required to live in a building provided by the State The contingent, thus raised, was nominally subordinate to the Superintendent of Police; the men were paid from his office and were borne on the rolls of the Police Force, but here the anomaly of the situation stepped in and the authority of the Superintendent ceased.

Ghatas.

25. The principal condition attaching to the appointment of the Ghata Officers was that they should be personally responsible for preventing the occurrence of offences within the areas committed to their charge and that, in the event of a robbery occurring, they should either recover the property stolen and restore it or, in default of its restoration, should pay the value of it to the loser. Persons, who were robbed or otherwise injured under this system, were thus entitled to demand compensation from the Ghata Officers; property stolen had either to be recovered or the value of it paid to the loser, but neither the State nor injured parties required Ghata Officers to bring forward the offenders to justice, indeed they were permitted to preserve secret both the identity of the offenders and the means by which they effected the return of the stolen goods.

Conditions of appointment.

26. From the point of view of the public, the arrangement might, but for certain circumstances to which it gave rise, have served its purpose, and perhaps it did produce the desired effect of freeing the actual passes through the hills, where the Ghatas were situated, of some of their danger; but obviously persons so inclined, whether Ghata Officers or others, had only to go beyond the specified areas to be able to lay in wait and plunder wayfarers with as much impunity as before. The principal defect in the arrangement according to modern ideas, however, lay, not so much in the circumscribed sphere of its operation, as in the total absence of suitable provision for securing the individuals who committed offences, either in the hills or elsewhere. Had the *razinama* system been confined to the Ghatas, the immunity afforded by it to criminals in the small areas concerned would have been comparatively of small importance, but the principle of compensating the victims of robberies, at the expense of foregoing the just punishment of the authors of crime, permeated the whole system of Police administration throughout the State, and in the towns and villages, with which I shall deal further on, the accruing results were little short of deplorable.

Principles of the system defective

27. The failings of the Ghatas, however, were not confined to the defective principles of the system, for, in practice, secret understandings and complications, bred of dishonesty, came about between the Ghata Officers and the Police which robbed the arrangement of its

System defective in practice

one redeeming feature. In cases occurring within the Ghata areas the public were, as I have said, entitled to demand the restoration of property stolen, or its cash value, from the Ghata Officers, but no such claim was valid until the loser had reported his case at the police station and had substantiated his loss with evidence on the spot.

The welfare of the Ghata Officers, therefore, depended largely on the good will of the Police, who might admit claims to compensation, or might reject them as worthless fabrications. It was clearly to the interests of the Ghata Officers to conciliate the Police for, not only did the admission or rejection of claims and the amount of compensation depend upon their reports, but they were in a position to insist on the Ghata Officers keeping the number of their sepoys up to the required strength or, on the other hand, they might overlook the employment of imaginary followings. As, however, the Ghata Officers drew their own pay and the pay of their establishments in lump sums and were permitted to engage their own sepoys, the solution of the whole question was comparatively easy, and all difficulties and anxieties disappeared before the handing over of half of the sums, thus received as pay, to the officers in charge of the police stations. The Ghata Officers then locked up their Ghatas and retired to their villages with the remaining half of the pay of their imaginary establishments in their pockets and the complacent assurance that, even if offences did occur within the sanctified areas in their care, they were insured equally well against the importunities of the sufferers and against losses entailed by payment of compensation.

An incentive to burking.

28. This arrangement suited the pockets of both the Police and the Ghata Officers but the public suffered, for offences which occurred were either not reported at all or, if they were reported, they were made out to be fabrications, basely concocted with the object of extorting compensation for losses which had not occurred.

In practice, therefore, the system failed in its primary purpose and, instead of affording a generous provision for insurance against public losses, it was transformed, by the dishonesty of those employed in its working, into a mere engine of injustice, with the hushing up of offences and the burking of crime as its only results.

Statistics of outposts.

29. At the commencement of the reorganization, the number of Chokis and Ghatas had crept up to 42 and 39 respectively, making a total of no less than 81.

There were 192 men employed at Chokis, at an annual cost of Rs. 15,861, while 171 more were supposed to be engaged at the Ghatas, at a yearly cost of Rs. 10,559. The total cost of the 363 men was, therefore, Rs. 26,460 per annum.

Many outposts unnecessary.

30. Inquiry showed that outposts of both kinds had, from time to time, been created without reference to those already in existence until, in some parts of the State, there were literally clusters of them only a mile or two apart. On inquiry I ascertained that the reasons for the location of many of the Chokis and Ghatas no longer existed, while the necessity for others could not be proved. The utility of none of them seemed to be very evident, but that was probably due to the habitual absence of the occupants. I have explained the fiction attaching to the Ghata sepoy, and inquiry shewed that the Police at the Chokis might as well have been imaginary also, for they habitually absented themselves and lived in their homes, which they arranged in Alwar should never be far from the places to which they were posted.

Reduction effected.

31. After due inquiry and consideration, the number of outposts of both kinds were reduced from 81 to 33, and the fallacy and absurdity of the *razinama*, or compensation, system in the Ghatas led me to recommend, and the Council to sanction, its abolition.

The 33 outposts, which were retained, were placed on exactly the same footing as outposts of Police in British India. They are now all subordinate to

the police stations, in the areas of which they are situated, and as auxiliaries are engaged in both the prevention and the detection of crime. Daily diaries are submittted through the police stations which prevent the men absenting themselves without leave as they used to do.

Outposts retained.

32. The following is a list of the outposts retained, together with a statement of the staff of Police sanctioned for each :—

STATEMENT C.—*List of Outposts Retained.*

Police Stations.	Outposts.	Strength.			Remarks
		Sergeants.	Lance Sergeants.	Constables.	
Alwar Sadr	Minapura...	1	...	8	1st Grade Sergeant.
Rajgarh	Reni	...	1	2	
	Rajpura	...	1	2	
	Gatero	1	...	4	
Lachmangarh	Baroda Meo	...	1	2	
	Baroda Kan	...	1	2	
	Ghosrana	...	1	2	
Malakhera	Pinain	1	...	4	
Bansur	Hamirpur...	1	...	4	
	Harsora	1	...	3	
	Rampura	1	...	3	
	Boteri	...	1	2	
Mandawar	Ajerka	1	...	4	
	Karnikot	1	...	4	
	Jindoli	1	...	6	
	Silgaon	...	1	3	
Behror	Korana	...	1	2	
	Barod	...	1	2	
Kishengarh	Khairthal...	1	...	4	
	Poor	...	1	2	
Tijara	Jalalpur	...	1	2	
	Baloj	...	1	2	
	Nimla	...	1	2	
Ghazi	Bamanwas	1	...	4	
	Garh Bassi	...	1	3	
Partabgarh	Golaka Bas	1	...	4	
	Ajabgarh	...	1	2	
Katumbar	Kherli	1	...	4	
Narainpur	Lalpura	1	...	4	
Tapukra ... - ...	Chubarpur	...	1	3	
	Bhiwari	...	1	2	
Mandan	Belni	...	1	3	
Rajgarh	Naogaon	...	1	4	
Total	33 Outposts	14	19	104	

Reduction in men.

33. *It will be observed that, under this arrangement, the number of men* employed at outposts in the State was reduced from 363 to 137. The Ghata system of compensation was abolished *in toto* and the 137 men now employed at the outposts are all regular policemen, enrolled and empowered under Act V of 1861, which was introduced as law into the State during the reorganization.

The Personnel of the old Force.

Grading before reorganization.

34. When the reorganization commenced, the Alwar Police Force was constituted as follows:

Officers.

Superintendent of Police on the pay of Rs. 200 a month and fixed travelling allowance of Rs. 50 a month, to be increased to Rs. 250 a month and travelling allowance in accordance with Civil Service Regulation on completion of the reorganization.

	Rs.	a.	p.	
1 Thanadar on	55	0	0	a month.
1 Do.	50	0	0	"
1 Do.	40	0	0	"
1 Do.	35	0	0	"
4 Thanadars on	30	0	0	"
8 Do.	25	0	0	"
3 Do.	20	0	0	"
2 Muharrirs on	20	0	0	"
3 Jamadars on	20	0	0	"
1 Muharrir on	17	0	0	"
11 Jamadars and Muharrirs on	15	0	0	"
5 Do. do.	13	0	0	"
7 Do. do.	12	0	0	"
2 Do. do.	11	0	0	"
39 Do. do.	10	0	0	"
4 Do. do.	9	0	0	"
5 Do. do.	8	0	0	"
22 Ghata Officers and Jemadars on ...	7	0	0	"
12 Do. do.	6	0	0	"
3 Do. do.	5	8	0	"
24 Do. do.	5	0	0	"
3 Do. do.	4	8	0	"
Subordinate Ranks.				
2 Khojis or Trackers on	10	0	0	"
1 Khoji or Tracker on	8	0	0	"
1 Do. do.	7	0	0	"
2 Khojis or Trackers on	5	0	0	"
1 Sepoy on	6	0	0	"
3 Sepoys on	5	8	0	"
1 Sepoy on	5	4	0	"
52 Sepoys on	5	0	0	"
449 Do.	4	8	0	"

Strength and cost.

35. The total strength of the regular Force was 675, and the total cost with allowances Rs. 4,933-0-6 a month, and Rs. 59,196-6 a year.

Distribution.

36. The Force was distributed as follows among the 16 police stations, 42 Chokis and 39 Ghatas and on miscellaneous duties.

At Police Stations.

Thanadars	17
Jemadars	20
Muharrirs	24
Khojis	5
Sepoys	167
At Chokis.	
Jamadars	42
Sepoys	150
At Ghatas.	
Ghata Officers	31
Sepoys	140

The remainder of the Force, 75 men in all, were employed in the office of the Superintendent, on guard duties and different works of miscellaneous and peculiar natures.

Appointments hereditary.

37. It is a regrettable fact that reforms tending to evolve some kind of order in Native States, no matter in what direction they may be aimed, are inevitably fated to opposition and obstruction. It is apparent from the records of the very moderate reforms, attempted by Mr.

Collis in 1896, that an effort was made, during his tenure of office, to introduce, among other things, a system of grading the appointments in the Police; but he received no support and no success was achieved. The re-grading of the Force involved then, as it has now, the abandoning of certain old customs and usages by which appointments were hereditary family properties Men were allowed to serve until they died and the vacancies were then conferred, without regard to fitness or efficiency, on their sons or near relations. Instances of children being appointed in this way were not uncommon, and the re-enrolment of the Force afforded innumerable instances of aged and tottering individuals, physically and mentally unfit for work, waiting on the edge of the grave for the moment when their appointments would pass to their heirs.

A state of stagnation.

38. It is not necessary to pursue the train of thought far to perceive that the evil of this practice was not confined merely to the maintaining of a quantity of useless men at the expense [illegible]

[illegible] them, of [illegible] punishing, of [illegible] ating their [illegible] this course that the extraordinary anomalies apparent in the foregoing statement, by which juniors drew as much, or more, pay than their seniors in rank, are due.

Efficiency impossible

39. It may readily be imagined that the system, I have endeavoured to depict in the foregoing paragraphs, together with the circumscribed authority of the Superintendent, the absence of discipline and the low rate of pay inevitably rendered impossible the maintenance of a standard of efficiency in the direction of either physique, education or [illegible] intelligence. The ranks were filled with individuals of all ages, shapes and sizes, undrilled and undisciplined, and, with the exception of the Muharrirs or Clerks and some of the Thanadars and Jamadars, very few had any education. When re-enrolling and re-grading the Police, no less than 170 incapables had to be removed. Men of 70 and 80 years of age were common and there was a good sprinkling of blind men and men who required assistance to enable them to [illegible] one individual was a raving lunatic with a tendency to homicide.

Thanadars

40. The class [illegible]

and Sergeants of the 1st, 2nd or 3rd grade under the new *régime*, [illegible] the former, the Thanadars or Deputy Inspectors, proved the [illegible] incompetent and incorrigibly corrupt and lazy, these individuals [illegible] of the police stations, a standing example of evil for the remainder of [illegible] A few of the best, I flatter myself, have to some degree reformed [illegible] reorganization and others have been removed.

An example of their working

41. As an instance of their working, I may mention [illegible] one case—one of many—in which, on a [illegible] by me at the commencement of the [illegible] their number, named Fazl Ali and Ganga Parshad, were [illegible] The case was one of murder. Separate investigations had been [illegible] officers and they had arrested two separate parties of [illegible] whom they respectively accused of the murder. The witnesses [illegible] guilt of the two parties of the accused, were identically the [illegible] instance, [illegible] for trial. [illegible] sections [illegible] impartiality worthy of a better cause, directed the two [illegible] their accused and witnesses before the Magistrate [illegible] Thanadars, each with his party of accused, duly appeared [illegible] contention occurring as to which of them should [illegible] previously lied equally for both, the Magistrate refused [illegible] and the file came to me,

Removal of inefficient Thanadars.

42. The above is only one instance of wilfully wrong and dishonest conduct and, did not space forbid, I might cite innumerable cases of the kind to prove the enormous extent of harm and injustice which may result from an inefficient and badly supervised Police. Of the 19 Thanadars at the commencement of the reorganization no less than 10 were either dismissed or reduced for specific acts of misconduct, coupled with general inefficiency, before the end of the work.

Muharrirs or Clerks.

43. The Muharrirs or Clerks, drawing from Rs. 8 to Rs. 15 a month, represented the educated portion of the subordinate ranks. Owing to the incompetence and laziness of the Thanadars, they exercised more power in the police stations than was at all desirable in men on their pay, and investigations and matters of importance, which should have received the personal attention of the officers in charge, were frequently left to these underlings.

Papers and files, presenting questions of difficulty or involving labour, were kept by the Clerks for months, and sometimes for years, lying in the police stations, and files in the office of the Superintendent afford unlimited illustrations of how the practice of "noting" and "advancing matters a stage," by writing something which means nothing, and forwarding the papers to somebody else, may become a fine art In short, the Police Station Clerks were employed the greater part of their time in manufacturing reports containing no facts and in stultifying the object of correspondence by lazily neglecting its purpose in favour of superficial and empty verbosity. The registers in the police stations were in a deplorable state of confusion, and the absence of supervision and inspection had bred methods as peculiar as they were varied. I found that the method of maintaining the register of roll-calls of registered members of criminal tribes was alone uniform in the police stations, and that consisted in leaving it alone for some weeks and then literally covering the large pages with a haze of the letter ح, indicating "házir" or present, all of which were obviously scribbled in at one sitting. Clearly the roll-calls were not held at all and the registers were an empty blind. It is said, and I believe with truth, that an understanding existed between the members of the tribes and the Police, not only with regard to attendance at roll-calls, but also in respect to the sharing of plunder.

Jamadars.

44. The Jamadars, or investigating Sergeants, mostly uneducated men, held charge of the Chokis and were posted to the police stations. Their duties, under the "razinama," or compensation system, were remarkable for their simplicity, and consisted in merely reporting crime. They were apparently not expected to investigate offences, or to take measures to prevent crime. Their office was to respond to the calls of complainants, and to visit the scenes of occurrences for a few hours in order to ascertain, with a view to subsequent compensation by the "zimawar," or responsible, parties, that offences had actually occurred. This done, they returned to their police stations and out-posts, and left the complainants to demand either the recovery of the property they had lost, or else its value, from the "responsible" chokidars.

Amongst the Muharrirs and Jamadars there were a certain number of educated and intelligent men who were brought into the Sergeants' grades and who now promise well; but, for the most part, the previous absence of discipline in the Force had left them no idea of authority and they were little better than the disreputable sepoy rabble, many of whom drew more pay than they did. Many of these lazy and useless men tendered their resignations when required to attend parades and pressed to work, while others were removed on account of their utter incompetence.

Ghata men.

45. The Ghata Officers and sepoys have already been dealt with earlier in the report. When brought up for re-enrolment they, almost without exception, resigned. They were willing to continue drawing the old rate of pay for doing nothing, but were not prepared to engage to work for double the income. In the interests of the young Force, I think it was fortunate that this class did thus voluntarily withdraw from the service, for they were too thoroughly permeated with the old ideas of the "razinama" system, and had enjoyed a lazy life too long, to have easily conformed to

the requirements of the new régime. ... abled
to enlist in their places, were vastly ... with
the voluntary disappearance of the ... lders.

Trackers

46. There were 6 "Khojis," or trackers, on pay varying from Rs. 5 to Rs. 10 a month before the reorganization, but they were useless for tracking purposes. Three of them were removed as unfit for further service, and the remaining three were re-enrolled as constables.

Sepoys

47. The pay of the 504 sepoys, or constables, ranged from Rs. 5-8 to Rs. 4-8 a month. Fifty-six of them drew as much pay and some of them more pay than over 20 Jemadars, their immediate senior in rank.

Of the total number of 504 Sepoys, however, no less than 448 were paid *at the lowest rate, Rs. 4-8 a month.*

Stoppages for uniform.

48. All ranks of the Force were subject to permanent stoppages from their pay on account of uniform. This method of providing ... 1896, when ... led to the ... iments of $\frac{8}{9}$ ... a reaction set in, and for some time no deductions were made at all; but the system was revived under Munshi Mul Chand and stoppages for uniform were again made at the more moderate rate of four annas a month from sepoys, and at proportionate rates ... ormly up to the time of ... Rs. 4,198-0-6 in the

Clothing Fund

49. Of this sum, Rs. 1,406-14 was redistributed to men who were removed during the regrading on account of age and incapacity. The Clothing Fund, which was created on regular lines during the reorganization, therefore started with the balance, a sum of Rs. 2,791-2-6, to its credit, and to this was added the proportionate amount of the grant for uniform for the period dating from 15th November 1903 to the end of the financial year, which in Alwar terminates on 31st August This proportionate amount worked out to Rs. 3,625 so that, in the absence of expenditure, the fund had a balance of Rs 6,416-2-6 to its credit at the end of the financial year.

Other deductions

50. A monthly income of Rs. 4-8 affords but small margin for retrenchment, yet the four annas for uniform was not the only deduction to which, in the case of the Alwar Sepoys, it was subjected, as was apparent from the extremely complicated system of native accounts maintained in the office of the Superintendent A sum of Rs. 11,797-15-7 was in deposit in the Treasury to the credit of the Police when the reorganization began, but the details of the amount were not forthcoming for some months. Eventually, after an infinite amount of trouble, it was discovered that the sum was made up as follows.—

	Rs.	a.	p.
Fines realized from the Police	439	7	9
Pay of the Police suspended, etc.	36	8	3
Cutting from Police for advances given when going on plague duty	37	10	0
Deductions from Police on account of deaths, etc ...	541	3	9
Deductions from Ghata men and Town Chokidars for compensation	5,054	1	6
Deductions from Police for uniform	4,198	0	6
Pay of Police undisbursed	476	3	9
Miscellaneous deductions	1,014	12	1
TOTAL ...	11,797	15	7

The Nazar

51. An individual, known as the Police "Nazar," occupied the position of Pay Sergeant and enjoyed the lucrative privilege of handling the pay of the Police. He is said to have levied a tax of one anna a month from every sepoy on his own account, and to have also made

considerable profits in other ways—the appointment of substitutes in place of men who died, the disposal of waste paper and repairs to small articles, etc., etc., affording him ample opportunities for peculation.

Native State Police underpaid and ill-supervised.

52. In view of the above facts, I need not, I think, offer further demonstration that the Alwar Police were, before the reorganization, not only very inadequately paid, but that the pittances of the lower grades in particular were, in themselves, utterly insufficient to attract men to the service at all. The fact that the appointments were sought after by a certain class was due, not to the emoluments they carried, but to the large opportunities for extortion which opened to men clothed with the authority of policemen.

At the commencement of the reorganization, I found a list of "candidates" in the office of the Superintendent, on which were borne the names of a number of men who drew no pay at all but who worked, in different capacities, ostensibly as apprentices. Some of these individuals had been employed in this way a number of years and two well-fed specimens, of about 40 and 45 years of age, had been candidates for no less than 10 and 15 years respectively and wished to continue so.

Policemen of Jaipur and Bhartpur States openly avow the object with which men enter the service, their only anxiety being to get out to police stations and out-posts, and I have no doubt whatever that the same feeling actuated "candidates" and others to seek connection with the Police in Alwar. It is quite certain that even the low, ignorant and undisciplined rabble, which I found in the Alwar Police, could not have existed on two annas a head a day, and life, under these circumstances, was even more impossible in the case of those men who had families.

Necessity for Government intervention.

53. No Police Force, organized on such a basis as this, can be other than a menace to the public and it is a moot question whether, in the interests of the public, Government would not be justified in interfering to a much greater extent with Native States to prevent their continuing to maintain large mobs of grossly under-paid so-called Police, who virtually live by extortion from the public. Government have recently taken up the question of Police administration in British India, and there can be no doubt of the urgency for radical reforms even under our own system of British supervision and comparatively well-paid appointments, but the necessity for improvement in this respect is emphasised a thousandfold in Native States. The administrations are unfortunately mostly conservative and internal reforms, for selfish reasons, are not generally welcomed, but there can be no doubt of the necessity for improvement generally in many directions, but in none is it so urgently required as in the Police.

MUNICIPAL CHOKIDARS.

Other Contingents.

54. So far I have dealt only with the Police proper. There were, however, before the reorganization, three other contingents employed on Police work in the State, namely, the Municipal Chokidars, the Shahr-pannah Sepoys of the Alwar City and the Sowars. These bodies call for brief notice in turn.

Municipal and Road Chokidars.

55. The Municipal Police Chokidars, or watchmen, were employed in the eight municipalities and on the three principal roads in the State. They numbered altogether 336 men and cost Rs. 1,658-10 a month, and Rs. 19,903-8 a year. The appended statement shows the distribution and the nominal rates of pay of this contingent. It is noteworthy that, as in the Police, a number of chokidars drew as much, and some more, pay than their seniors in rank, the Jemadars.

Constitution of Chokidar Contingents.

56. With the exception of the five menials, the whole of the contingent, consisting of 37 Jemadars and 294 Chokidars, was maintained on the "*razinama*," or compensation system, which I will endeavour to explain. The great majority of the men were Minas and Meos of the lowest classes, ignorant and destitute individuals who, through a long course of years, had come to regard "chokidara" as their profession. They were invariably inhabitants of the places where they were employed, and their appointments,

as in the Police, had become family ... ther to son or from one relation to another. ... ave of absence to produce substitutes to ... their absence; these substitutes sometimes brought forward other men to act for them, and considerable confusion consequently resulted in the drawing and distribution of the pay.

Method of payment.

57. The Jemadars and Chokidars employed in the municipalities were paid through individuals, known as "Chokidars' Bakshis," from the municipal treasuries; and the pay of the men *employed on the roads* was *levied by the Tahsildars from the villages through* whose confines the roads ran. There were three Bakshis, two of whom were Jemadars and drew their pay as such, but for some unaccountable reason the man at Rajgar ... subscriptions ... contributions ... Municipal Chokidars.

Conditions of employment.

58. Minas and Meos have long been recognized as the most *incorrigible* and persistent criminals in the State and it would seem that, in the absence of a proper Police, capable of securing and bringing offenders to justice, it was sought to prevent the commission of crime by engaging members of these two offending classes to protect the life and property of the public. The conditions on which they were employed provided for their compensating from their pay persons who were robbed of any property in the areas, for the safety of which they were responsible. If on a robbery occurring the Chokidars could use their local knowledge and their influence with their fellow criminals sufficiently to secure the return of the stolen property to the owner, they *were held immune from the pain of compensation, and were not bound to* reveal the identity of the thief or to disclose the means by which they recovered the stolen property. They were permitted to draw a veil over these proceedings and it was considered sufficient that the things stolen were returned to their rightful owner. If, on the other hand, they failed to restore the stolen articles, or animals, or neglected to satisfy the loser within a reasonable time by presenting him with goods, or animals, equal in value to those stolen, and which they usually stole from somebody else, then, under the operation of the rules, they were liable to stoppages from their pay in order to compensate the loser in cash.

The Goluk Fund

59. In theory the authorized stoppages were made tentatively each month ... were allowed to accumu- ... "Goluk," for which the Superintendent of ... of each six months, losers ... the Goluk Fund, and ... cidars, of any balance ... laimant to compensation ... l, under the orders of the Foujdar, or Magistrate, considered his case and assessed the amount of loss sustained, ...

Defects in system.

60. This system ... *wrongly*, to have afforded ... possessors of move- ... nd eminently unsatisfactory in practice. The degree of inducement to each individual chokidar to prevent crime was logically speaking, proportionate to the amount of money which he was liable to lose from his pay for purposes of compensation. Originally the rate of the stoppages was fixed at one rupee per chokidar a month, but later on it was raised to one rupee eight annas. Latterly, then, if crime could have been ... period of six months, each chokidar would have ... would have received his full pay; but, on t ... le, the individual inducement to prevent the commission of offences receded as crime advanced and the prospect of the Re 1-8 dwindled, until, finally, on the value of the losses sustained reaching *the limit of* the six months' accumulation of stoppages in the Goluk Fund, it ceased to exist altogether.

61. Unfortunately for the chokidars and the system, thefts and burglaries were extremely common in the cities and towns of the State and, in addition to that, grasping banias and avaricious people in general detected the elements of possible gain in the arrangement which was intended only to insure them against loss. To secure an extra amount as compensation it seemed only necessary to record and insist on an exaggerated amount of stolen property. The Goluk Fund was, therefore, partly owing to the prevalence of crime and partly owing to the greed of the people, in a chronic state of bankruptcy; and so far did the demands on it exceed its resources that, each six months, the fund had to be proportionately divided between the numerous claimants in ratio to their losses, and the money was doled out in irregular driblets very different from the complete payments originally contemplated by the system. The inducement to the public to over-rate losses to the greatest possible extent was not lessened by this unavoidable necessity of doling out compensation proportionately to the length of each claimant's list of property. Indeed, so much eagerness and energy was evinced by the public to secure, by fair means or by foul, the largest possible slices from the Goluk Fund that, but for the limit prescribed to the rate at which stoppages might be made from the chokidárs' pay, the goose laying the golden eggs must, so to speak, have been effectually put to death. Its life, however, was preserved by the regulation limiting the monthly stoppages to a fixed sum, but the cuttings became a permanency and the time, when they were less than the extreme limit, had long years before passed from chokidár memory.

Goluk Fund bankrupt.

62. A single instance will serve to illustrate the nature of the regard in which the public held the Goluk Fund and the compensation system. The case I cite came prominently to notice owing to the complainant's extraordinary exertions to get the compensation claimed by him, paid in one lump sum from the balance remaining undistributed in the Goluk Fund at the time of the abolition of the system in the municipalities. The case was one of burglary in Alwar City and the complainant was a man of position and influence. The losses actually sustained by him were commonly said not to have exceeded Rs 500, as stated by his wife when the affair first occurred. He, however, reported them as Rs. 3,644 The statement was doubted; but, by his influence and by means of certain desiderata bestowed in the requisite quarters, he succeeded in getting his claim on the Fund accepted and registered at his own exorbitant figure. The chokidars were then, as a matter of form, asked to recover the stolen property but they, as usual, viewed the whole proceeding with indifference. It mattered not in the least to them whether the complainant reported his loss at Rs. 500 or at Rs. 5,000, or whether his property was recovered or not. They had been, for longer than they could remember, permanently under stoppages from their pay and there was no prospect of the Goluk Fund ever again being solvent, for its load of debt was increasing. They had consequently long since ceased to regard the stoppages as pay at all, and the occurrence of offences and the assessment of the amounts stolen were equally matters of indifference in their eyes. After the whole empty procedure had been enacted, compensation was ordered for the complainant by the Foujdar, and, in the ordinary course, driblets of money would have been doled out to him over a long number of years, until the aggregate of Rs. 3,644 was reached and he had cheated the Goluk Fund out of some Rs. 3,000. Unfortunately, however, for the complainant in this particular case, the Goluk Fund and the whole system of compensation in the municipalities were abolished on 15th November 1903, and the carefully conceived plans, which he had pursued up to that point at some expense, fell to the ground, but the case is eminently typical of the attitude adopted and the procedure followed by persons suffering at the hands of thieves under the "razinama" system.

A typical case.

63. Under any other than the conservative rule of a Native State, the glaring failure of the system from every point of view must have been patent; but the blind faith in which the people popularized the arrangement in Alwar was no less remarkable than the complacence of the administration in allowing it to continue.

Financial rottenness of the system.

Financially and economically the system was unquestionably bad, and small space is necessary to show the reason. I have endeavoured to describe the chronic state of insolvency of the Goluk Fund and to depict chokidars permanently under

stoppages of pay, in order to provide compensation for the losers of property. Starting then from this point, and putting other considerations aside, it is not necessary to pursue the train of thought for to observe that the State, as represented by the mu[illegible]
chokidar on the r[illegible]
was, as the syste[illegible]
of the municipal c[illegible]
This would not ha[illegible]
of each chokidar, not become a permanent institution; but the stoppages were permanent, and had been so sufficiently long for the chokidars to have forgotten about them, and the two grades to have regarded their pay as Rs. 3-8 and Rs. 2 8 a month respectively, instead of Rs 5 and Rs. 4 a month.

64. This state of affairs could scarcely be esteemed satisfactory to the State exchequer, but there was another and graver aspect of the question, affecting perhaps more deeply the interests of the administration. It was claimed that this much-lauded system of compensation operated as a preventive of crime, in that it was in the interests of the chokidars to prevent the occurrence of offences, but it is easily seen that this was not actually the case

The system practically a failure

Long years ago, when the monthly deductions from the pay of the chokidars became a permanent institution, two things happened simultaneously; the inducement to the chokidars to prevent crime, at no time worth consideration, ceased to exist altogether, and, what was much more serious, the pay of 336 expert and destitute criminals, criminals by the law of heredity, living in the [illegible] which it was utterly impossible for [illegible] month and another 100 of them the [illegible] certain fact that these men could not possibly have kept themselves, much less their families, alive on this scale of pay, which, moreover, was further subjected to manipulation by the Bakshis; and, as they had no other ostensible means of livelihood, the only conculsion to be drawn is that they availed themselves of their excellent opportunities to commit and to instigate the offences they were fondly supposed to be engaged in preventing. As I have already said, the chokidars in the towns were recruited almost exclusively from the Mina and Meo tribes They were related by blood and by marriage to one another, and to numerous caste-fellows and friends living by crime in the villages round about the towns. They had an exhaustive knowledge of the towns and of the people living in them, and their duties as night-watchmen licensed them to wander where they listed during the dark hours. Finally, the absence of proper police removed, or at any rate greatly reduced, the fear of detection. What wonder, therefore, that, under these circumstances, these destitute individuals, criminals by nature, engaged in committing, rather than preventing, crime?

The registers of convictions show that, in the rare instances of crime in the towns being detected and prosecuted to conviction, the offenders were almost invariably found to be chokidars or the relations of chokidars. When thus convicted, they produced substitutes to keep their places for them and went to jail, until such time as release enabled them to return to their old occupation as watchmen.

65. I have said sufficient, I think, t[illegible] the chokidari "razinama" [illegible] it, and I have shown that [illegible] blic, it was open to the grossest abuse and failed utterly to fulfil its primary obligations of preventing crime or providing recompense for the victims of robbery. But the [illegible]

System abolished.

[illegible]
them convicted and dragged to jail; they constantly bewailed the inefficiency and futility of the investigations, and they knew that the offenders, who habitually plunder [illegible] were always [illegible] or two rupees [illegible] where the losers [illegible] for all this, they resented the abolition of

the system and demurred at the substitution of a rational Police. My proposals, embracing these measures were, however, sanctioned by the Political Agent and Council on 15th November 1903 and, while the reforms were gradually being effected, the Municipal Committee of Alwar convened a meeting and: by way of voicing the sagacity of their constituents, passed a Resolution which, after correction of the English, reads as follows: "The inhabitants of the Alwar City have hitherto been paying for a definite safeguard against thefts committed within the jurisdiction of their Committee. Their payments, besides providing wages for the chokidars, entitled the inhabitants to compensation for losses suffered; whereas, by the new scheme, there is no provision for compensation. There may be more likelihood of thieves being brought to justice under the new system than formerly, but this will carry satisfaction to the Government of the State rather than to the actual losers of property at the hands of thieves. In view of the fact, which is of paramount importance, that insurance against losses no longer exists, it does not appear to the members of the Committee equitable that they should be burdened with the same contribution as before."

I forbear to comment on this representation, but it has since given me satisfaction to prove to the people of the Alwar City that the prompt arrest and conviction of offenders against the law is the safest kind of insurance against losses at their hands, and evidence of this is to be found in the almost magical cessation of crime, within the limits of the municipality, since the abolition of the old chokidari "razinama" system and the detection and well-merited punishment of several notorious gangs of habitual criminals.

Three aspects of the razinama system.

66. I have now dealt briefly with two phases of the "razinama" system, namely, the Ghata phase and the Municipal phase, both of which were abolished during the reorganization. Further on in the report will be found a short description of the third and the most important phase, namely the village system of "razinama." Of the three, this latter, which materially differs from the others in point of constitution though not in the principles of its working, is by far the most far-reaching in its influence on crime, and I regret to say that my efforts to uproot it were unsuccessful and it remains very much as I found it,—a blot on the administration of the State.

STATEMENT D.—*Statement of pay and distribution of Municipal and Road Chokidars before the reorganization.*

Name of Municipality or Road.	Population.	Jemadars.									Chokidars.			Menials.		Horse and Office Allowance.		Lighting Allowance.		Total number of Chokidars.	Total monthly cost.		
		On Rs 20 a month.	On Rs. 10 a month.	On Rs. 9 a month.	On Rs 8-4 a month.	On Rs. 8 a month.	On Rs. 7 a month.	On Rs. 6 a month.	On Rs. 5-8 a month.	On Rs 5 a month.	On Rs. 6 a month.	On Rs. 5 a month.	On Rs. 4 a month.	On Rs. 4-8 a month.	On annas 8 a month.	Rs	a.	Rs	a.		Rs.	a.	p.
Alwar City ...	56,771	1	1	1	...	...	5	6	...	...	1	142	3	4	...	8	0	...	...	164	862	0	0
Rajgarh ...	11,008	...	...	...	2	...	...	...	...	...	...	29	...	...	...	...	...	...	...	31	161	8	0
Tijara ...	7,784	...	...	...	...	...	...	...	...	2	...	1	21	...	...	2	0	...	...	24	101	0	0
Behror ...	5,540	...	...	...	...	...	...	1	3	...	1	...	15	...	...	...	...	...	...	20	88	8	0
Ramgarh ...	5,179	...	...	1	...	...	2	...	...	...	...	14	...	...	...	...	...	...	...	17	93	0	0
Gobindgarh ...	4,932	...	...	...	...	...	...	...	...	2	...	...	13	...	...	2	0	...	...	15	64	0	0
Bahadurpur ...	4,087	...	...	...	...	...	...	...	...	...	2	...	12	...	1	1	0	...	...	15	61	8	0
Shahabad ...	2,385	...	...	...	...	...	...	1	...	...	...	...	6	...	...	2	0	...	...	7	32	0	0
Tijara Road ...	...	...	...	...	...	1	...	...	...	5	...	...	18	...	...	3	0	0	12	24	108	12	0
Bahala Road ...	...	...	...	...	...	...	1	...	...	1	...	...	12	...	...	...	...	0	6	14	60	6	0
Kheri Road ...	...	...	...	...	...	...	...	1	...	...	...	4	...	...	...	...	...	...	...	5	26	0	0
Total ...	...	1	1	2	2	1	8	9	3	10	4	190	100	4	1	18	0	1	2	336	1,658	10	0

The Shahr-Pannah Contingent.

67. Before passing to the measures for reform, two other bodies of men call for brief mention, namely, the Shahr-pannah Contingent and the Sowars, since, before the reorganization, they were engaged in performing duties appertaining to the Police.

Alwar's old defenders.

The Alwar City is surrounded on three sides by a high and massive mud wall of defence, outside and below which runs a deep moat. These defence works, surmounted by obsolete cannon, the remnant of a romantic past, together with the five substantial studded wooden gates into the city, were in the keeping of a "Killadar" or Fort Commander, an old and picturesque official, who had under him a body of 268 sepoys, mostly also very old and white-bearded. These ancient retainers, costing Rs. 1,249-8 a month and Rs. 14,994 a year, were formerly the defenders of the fortified walls of the city, but of recent year's with the change of the times, they had degenerated into a picturesque but useless source of expense. Their only remaining duties were to watch the walls of the city and to nominally guard the city gates, to open and shut which a special individual was employed, who went round morning and evening for the purpose. The whole contingent was not, I believe, employed in the city; indeed considerable mystery surrounded their distribution and I was unable to obtain exact figures, but they are of no importance.

68. With the introduction of regular Police into the city, the maintenance of these homely figures on the walls and at the gates became unnecessary; and, in formulating my proposals, I was enabled to calculate on a retrenchment of Rs. 14,994 a year, which became possible either by the summary removal of the whole contingent from the service of the State or by its gradual extinction on the death of the old men forming it. Since the city was taken over by the Police, a number of these ancient retainers have, I believe, been removed from service or have been transferred in more useful capacities, but there still remains a large margin for further savings and the wise course would seem to be to allow the appointments to die out with the present incumbents.

Now unnecessary.

Sowars.

69. Before the reorganization, there were 164 Sowars, or mounted men, employed on police work. They were deputed every six months from the different Squadrons, which form the remnant of the old mounted forces of the State and which have come down, in these days of assured peace, to the performance of the duties of mounted orderlies. These Sowars belong to three different denominations with distinctive conditions of service. They are known by the terms "Nagdi (or cash-paid) Sowárs," "Jagir (or feudal) Sowars" and "Deegar (or other) Sowars."

Constitution.

70. The Nagdi Sowars comprise a body of 130 men who are paid Rs. 15 a month by the State and are required to produce and feed their own horses.

Nagdi Sowars.

71. The Jagir Sowars, who might be termed feudatory, number altogether 876, it being obligatory on the Jagirdars, who hold "mafi" lands from the State, to place these horsemen at the service of the State for six months in every year. Actual service, however, is only regularly enforced in the case of 572, half of whom do duty at one time.

Jagir Sowars.

72. There are eleven Risalas, or troops, of the Deegar Sowars in the State, each Risala comprising from 30 to 40 men, mounted on State horses and paid at the rate of Rs. 5 a month.

Deegar Sowars.

73. Before the reorganization, there were 44 Nagdi Sowars, 105 Jágír Sowars and 15 Deegar Sowars, making a total of 164 altogether, employed on police work and distributed among the police stations and out-posts.

Old and new distribution.

Under the new scheme, which provides for 3 Sowars at each police station and 2 Sowars at each out-post and 5 Sowars under the orders of the Superintendent of Police, there are 15 Nagdi Sowars, 89 Jagír Sowars and 24 Deegar Sowars, making a total of 128 mounted men, now employed on police duties as against the 164 before the reorganization.

Principles of internal reorganization.

74. In formulating my proposals for the new Police Force, I calculated on being able to retrench on Sowars by reducing the number on police work, and I found that I could decrease the number by 36 without impairing efficiency. For statistical purposes it is necessary to give a paper value to the mounted man of the Jagir and Deegar Contingents, and, computing him at the value of the Nagdi Sowars, that is Rs. 15 a month, we arrive at the result that in place of 164 Sowars, costing Rs. 29,520 a year, there are now on police work 128 Sowars, costing Rs. 23,040 a year.

SUMMARY OF STRENGTH AND COST OF POLICE BEFORE THE REORGANIZATION.

Nature of internal reforms.

75. To briefly sum up, the strength and cost of the different contingents, employed on police work before the reorganization, were as follows:—

		Per annum.		
		Rs	a.	p.
675	Police of all grades costing	59,196	6	0
336	Municipal Police Chokidars . .	19,903	8	0
268	Shahr-pannah Sepoys	14,994	0	0
164	Sowars	29,520	0	0
1,443		1,23,613	14	0

There were, therefore, 1,443 persons employed on police work, costing Rs. 1,23,613-14 per annum.

PERSONNEL OF THE NEW POLICE FORCE.

Principles of internal reorganization.

76. My proposals for the internal reorganization of the Alwar Police were based on the principles which time and experience have proved satisfactory in the Punjab. In consideration of the local conditions, I was unable to adhere completely to the Punjab system, which in its entirety would have been in some respects out of place in a Native State; and, where circumstances required deviation from the British rules, matters were adjusted so as to, as far as possible, insure uniformity and consistence in the working.

Nature of internal reforms.

77. The internal reforms embraced the incorporation of the Municipal Chokidar Contingent with the old Police and the re-grading and re-enrolment of the whole in one Force of Police.

The old rank names were changed for more modern and significant designations, and the pay of the grades were fixed at definite rates, in place [illegible] ing rates of pay in every grade. [illegible] to stay on in the Force, when [illegible] rules regarding enrolment, promotion and retirement were introduced. A Long Roll, a Seniority Roll, and Character Rolls were introduced, together with the requisite registers.

It would serve no purpose for me to enumerate at length the multifarious matters dealt with during the internal reorganization of the Force. Suffice it to say that matters in every branch were placed on practically the same basis as in one of our own districts. The work entailed long hours and much labour, and that I am able to leave the new system working smoothly, is largely due to the hearty and willing assistance I received from those officers of the Punjab Police, who were associated with me in the work, and also to the co-operation of many of the local men.

78. In one respect, I think, I may claim to have introduced an improvement on the Punjab system, by increasing the investigating staffs at the police stations. It will be observed in Statement G that, instead of 2 Sergeants and 12 Constables at police stations of the 1st class, I have arranged for 3 Sergeants and 14 Constables and that, instead of 1 Sergeant and 6 Constables at the 2nd class police stations, I have (except at Nimrana) provided 2 Sergeants and 9 Constables. In addition to this, it will be seen that the staffs of four of the most important and most criminal police stations have been supplemented considerably, so as to raise them to a strength compatible with the work. This arrangement removes a well-recognised defect in the police administration of almost every British district.

Increase of investigating staffs.

79. Similarly, the staffs of the out-posts have been adjusted in accordance with the importance and requirements of the situations (*vide* Statement C). I have already stated in the earlier part of the report that the number of out-posts was considerably reduced, and I may add that this measure was effected in the face of opposition from many of the Police Station Officers; the reason for the opposition being that out-posts save trouble to the Police of the police stations. Even after reducing the out-posts to less than half their previous number, I am by no means certain that I might not have decreased them even more with safety. Since effect was given to the measure, several applications have, on one pretence or another, been made for the re-establishment of out-posts, but I may state, for the information of the Darbar, that I do not consider any such augmentation is either required now or is likely to be necessary in the future.

Out-post staffs.

80. The total strength of the Police proper has been raised considerably. In place of a total strength of 675, the Alwar State has now a Force of 940; but it must be remembered that the 206 Municipal Chokidars have been incorporated in the Force, that the Shahr-pannah Contingent has been removed altogether, and the number of Sowars considerably reduced.

Strength of new Force.

81. It will be seen from a comparison of Statements D and K that, while the constitution of the Municipal Forces has been altered and the number of the men reduced, the expenditure of the eight municipalities remains under the new scheme precisely as it was before. Ordinarily the Municipalities, and Alwar and Rajgarh municipalities in particular, would have been asked to contribute more generously towards the increased expenditure entailed by the reorganization, but unfortunately the strained condition of their finances altogether precluded the possibility of their accepting increased payments. The Alwar Municipality, indeed, from which enhanced contributions were most urgently required, was, and is, hopelessly indebted already to the State.

Municipal Police.

Under the circumstances I was constrained, except in the case of Alwar, to meet the difficulty of providing the increased rate of pay for the men in the municipalities by reducing their numbers; and it is fortunate that this measure has, to no great extent, necessitated the transgression of the scale of Police in ratio to the numbers of inhabitants of municipalities, as recognized in British India.

In the case of the Alwar Municipality, with its population of 56,771 souls, and where a material increase in the number of Police was essential, the solution of the difficulty was suggested by the semi-State nature of the duties which the Municipal Police are called upon to perform. The municipality now pays for half the Force employed within its limits, and the State for the other half.

82. The pay of the Force has been raised all round, and the cost of the Police has accordingly increased. When my proposals were first known, considerable astonishment was evinced in high quarters in the State at the figures I proposed, more particularly in regard to the Constables' grades; but inquiry clearly proved that it was not possible for a man

The pay of the Force.

with a family to live honestly on less. The lowest ranks of the Force are now being remunerated at exactly the rate which was, until recently, regarded as a living wage in the Punjab, and in the emphatic condemnation by the Police Commission of the rates of pay of all ranks of the Police in British India, there is to be found, I think, ample justification for my raising the pay of the Alwar Force from the pittances, by which a premium was previously placed on bribery and corruption in the State, to exactly the standard which the Commission has now pronounced to be grossly inadequate.

The total cost of the Alwar State and Municipal Police is now Rs. 1,16,776-8 per annum; but, owing to the alteration in the constitution of the Force and of the supplementary contingents, employed on police work before the reorganization, a comparison of the annual cost can only be arrived at as follows:—

BEFORE THE REORGANIZATION.

	Annual cost. Rs	a	p.
675 Police of all grades ...	59,196	6	0
336 Municipal Police Chokidars ...	19,903	0	0
268 Shahár-pannah Sepoys ...	14,994	0	0
164 Police Sowars ...	29,520	0	0
1,443	1,23,613	14	0

AFTER THE REORGANIZATION.

	Annual cost. Rs.	a.	p.
734 State Police ...	96,873	0	0
206 Municipal Police ...	19,903	8	0
128 Sowars ...	23,040	0	0
1,068	1,39,816	8	0

83. It will be seen, therefore, that while the number of persons, employed on police work, has decreased by 375, the annual cost has increased by Rs. 16,202-10 but against this there is an annual saving of Rs. 800 for Nimrana and Rs. 300 on account of the Railway Vakil who was, during the reorganization, transferred to the Police, and whose previous appointment, under the Foujdár, was abolished. The saving of Rs. 1,100 thus effected reduces the increase of cost to Rs. 15,102-10; and in this connection I may mention that the Hon'ble the Agent to the Governor-General, Rajputana, in his letter No. 1760, dated 31st May 1904, to the address of the Political Agent, Alwar, written after the perusal of a progress report submitted by me for his information, was pleased to remark that he did not consider this enhancement of cost to be excessive.

Comparison of strength and pay of old and new Force.

84. With these brief remarks of introduction I leave the following statements, embodying the complete details of my proposals for the reconstitution of the Alwar Police, to speak for themselves. The statements are sufficiently clear and concise, I think, for me to dispense with further explanation, and I trust they will be found to contain all essential information.

Statements of reconstitution.

STATEMENT E.—*Office Establishment.*

Duties.	Deputy Inspectors.	Sergeants.				Constables.		Menials.		
		1st Grade on Rs. 25.	2nd Grade on Rs. 16.	3rd Grade on Rs. 12.	Lance-Sergeants on Rs. 10.	1st Grade on Rs. 8.	2nd Grade on Rs. 7.	Bhisti on Rs. 4.	Farash on Rs. 4.	Sweeper on Rs. 4.
English Office	1	...	1	...	...	...	1	...	...	...
Court Inspector's Office	1	1	2	1	1	1	2	...	...	...
Record-keepers	...	1	...	...	...	1	...	...	...	...
Superintendent's Readers	1	...	1	...	...	...	...	...	...	...
Diarist	...	...	...	...	1	...	...	...	...	...
Return Writers	...	1	...	1	...	...	...	...	...	...
Copiest	...	...	...	...	...	1	...	...	...	...
Despatchers	...	...	...	...	...	2	...	...	...	...
Pay Sergeants	...	1	1	...	...	...	...	...	...	...
Orderly Sergeants	.	...	1	...	...	1	...	...	...	...
Bureau	...	1	...	...	1	1	...	...	...	...
Criminal Tribes Department	1	...	1	...	...	2	2	...	...	...
Daftri	...	.	...	...	...	...	1	...	...	..
Orderlies	...	...	...	...	...	...	2	...	...	...
Menials	...	...	...	...	...	...	...	1	2	2
Total	4	5	7	2	3	9	8	1	2	2

STATEMENT F.—*Standing Guards and Orderlies.*

Postings.	Sergeants.				Constables.	
	1st Grade on Rs. 25.	2nd Grade on Rs. 16.	3rd Grade on Rs. 12.	Lance-Sergeants on Rs. 10.	1st Grade on Rs. 8.	2nd Grade on Rs. 7.
Court of District Magistrate and Police Office.	...	...	1	...	2	2
Lansdowne Palace	...	...	1	1	4	4
Quarantine Camp	...	...	...	1	2	2
Telephone	...	...	...	...	...	1
Judicial Lock-up...	...	...	1	1	3	5
Political Agency	...	...	...	1	1	4
Three Orderlies for each of the Members of Council.	...	...	...	...	3	6
Total	...	...	3	4	15	24

Statement K.—*Strength and Cost of Municipal and Road Police under the Reformed Scheme.*

Name of Municipality or Road.	Population.	Sergeants. 1st Grade on Rs. 25.	Sergeants. 2nd Grade on Rs. 16.	Sergeants. 3rd Grade on Rs. 12.	Sergeants. Lance-Sergeants on Rs. 10.	Constables. 1st Grade on Rs. 8.	Constables. 2nd Grade on Rs. 7.	Menials. On Rs. 4-8 a month.	Menials. On annas 9 a month.	Lighting Allowance. Rs.	Lighting Allowance. a.	Monthly Cost. Rs.	a.	p.
Alwar City	56,771	1	2	5	...	34	65	4	...	...	...	862	0	0
Rajgarh	11,008	...	1	1	...	8	10	...	...	...	...	162	0	0
Tijara	7,784	...	...	1	...	5	7	...	...	...	..	101	0	0
Behror	5,540	...	..	1	...	6	4	...	...	...	...	88	0	0
Ramgarh	5,179	...	...	1	...	4	7	...	...	...	...	93	0	0
Gobindgarh	4,932	...	...	1	...	3	4	..	...	...		64	0	0
Bahadurpur	4,087	...	...	...	1	2	5	...	1	...	...	61	8	0
Shahabad	2,385	...	...	...	1	1	2	...	...	...	.	32	0	0
Tijara Road	...	...	1	1	...	3	8	...	..	0	12	108	12	0
Bahala Road	...	...	...	1	...	6	...	...	...	0	6	69	6	0
Kherli Road	...	...	...	...	1	2	...	...	...	...	...	26	0	0
Total ...	...	1	4	12	3	74	112	4	1	1	2	1,658	10	0

Statement L.—*Fixed Contingencies and Grants.*

Heads.	Rs.	a.	p.
2 Station House Allowances of Rs. 10 each	20	0	0
2 " " " 5 "	10	0	0
Alwar City Allowance	10	0	0
Lighting for Alwar Kotwali	2	12	0
" 18 Police Stations at annas 12 each...	13	8	0
" 33 Out-posts at annas 8 each	16	8	0
Stationery, &c., for Superintendent's Office	40	0	0
" Kotwali, Alwar	10	0	0
" 8 Police Stations, 1st Class, at Rs. 5 each	40	0	0
" 10 " 2nd " 4 "	40	0	0
" 33 Out-posts at annas 8 each	16	8	0
Total per mensem	219	4	0
Total per annum	2,631	0	0
Annual grant for uniform for 916 Policemen at Rs. 5 a head	4,580	0	0
" rewards	1,000	0	0
Grand Total annually	8,211	0	0

Statement M.—*Showing Total Annual Cost of State and Municipal Police.*

Heads.	Rs.	a.	p.
Pay of Superintendent of Police at Rs. 250 a month	3,000	0	0
" Subordinate State Police	85,662	0	0
Fixed Contingencies and Grants	8,211	0	0
Total	96,873	0	0
Pay of Municipal Police	19,903	8	0
Grand Total annually	1,16,776	8	0

Internal Economy.

85. The proposals, embodied in the foregoing statement, received the sanction of the Political Agent and the Council of Alwar on 15th November 1903, and they were given effect to from that date, but some considerable time necessarily elapsed in gradually completing the changes.

Proposals sanctioned.

86. In connection with the internal reforms in the Force, I found it necessary to apply for the services of trained Police Officers with expert knowledge of the working of the different offices and branches to assist me; and, with the concurrence of His Highness the Maharaja and the assistance of the Inspector General of Police, Punjab, the services of a Court Inspector, a Pay Sergeant, an Orderly Sergeant and three senior Deputy Inspectors to act as Inspectors were obtained from the Punjab Police These expert hands have proved invaluable to me in assisting in the reforms and in instructing the local men in the new system of working.

Punjab Police Officers.

87. The reconstitution of the Force by no means terminated with the re-grading and re-enrolment of the old Police but was continued up to the end of the reorganization.

Constitution of new Force

At the completion of the work, the following were the castes of men constituting the Force:—

Hindus.		*Muhammadans.*	
Brahman	182	Pathan	163
Thakur	62		
Naik	46	Sheikh	146
Kaisth	33		
Mina	31	Sayed	69
Kalal	15		
Ahir	15	Meo	31
Goojar	10		
Mahajan	8	Khanzada	24
Sikh	8		
Dhusar ..	7	Moghul	22
Mali	7		
Khanazad	4	Ranghar .	3
Jat	4		
Khatri	3	Arain . .	1
Hajam . ..	3		
Miscellaneous ..	6		
	444		464

88 The maintenance of a standard ratio of Hindus to Muhammadans in the Force, in proportion to the Hindu and Muhammadan elements in the population of the State, presents a matter of some difficulty. Of the population of the State, 828,487 souls at the last census, 74 per cent. are Hindus and 25 per cent. Muhammadans; but, notwithstanding special efforts to increase the number of Hindus in the Police, the Force contained only about 50 per cent. at the end of the reorganization. Owing to the reluctance of respectable Rajputs to take service, and the very limited supply of Hindus of other denominations of suitable physique and qualifications locally obtainable, I doubt whether, without importing rubbish into the service, the percentage is capable of much improvement by local enlistment. The supply of eligible Muhammadans is more than sufficient for requirements.

Proportion of Hindus to Muhammadans.

89. Of the total strength of the Force at the end of the reorganization, 265 men, or 30 per cent., were educated in Urdu; and 131 men, or 15 per cent., were educated in Hindi. Twenty-one men were educated in English. The remaining 55 per cent. of the men were illiterate.

Education.

A minimum standard height of 5 feet 7 inches was insisted upon in the case of men newly enlisted during the reorganization; and I would recommend that this rule, together with a standard chest mesurement of 33 inches, should be adhered to in the future.

90. During a reorganization, such as the Alwar Police has just gone through, a long list of punishments was to be expected and the returns show that during the past year the following punishments were inflicted for misconduct:—

Punishments and rewards.

Judicial Convictions	... ...	18
Dismissals	... ...	24
Reductions	... ...	18
Suspensions	... ...	3
Fines ...	... ...	151
Quarter Guard	... ...	48
Extra Drill	... ...	40
	Total ...	302

On the other hand the following rewards were granted for good work:—

Promotions	... ...	98
Money Rewards and Certificates	... ...	61
Certificates only	... ...	14
	Total ...	173

91. Along with the re-grading and re-enrolment of the Force, daily parades were introduced under a Non-Commissioned Officer and competent Drill Instructors of the Imperial Service Infantry, and were continued throughout the reorganization, men being brought in by turns to undergo a simple course of drill. I would impress upon the Durbar the essential necessity of continuing the drilling of the Police as a permanent institution, for drilling is valuable to Police, less for its own sake, than on account of the discipline it instils and the obedience it teaches. Experience has taught that having policemen as drill instructors is unsatisfactory, for they are prone to mix more freely with the men they teach than is consistent with the retention of their authority, and in time they invariably lose the smartness and decision of command which characterises the drill instructors of a regiment. The whole system of discipline in the Force, which it has been my especial care to inculcate, depends largely on the invaluable training, both of body and mind, accruing from regular drilling by smart and competent instructors, and I am confident that any weakening of the present parade arrangements will inevitably be effected at the expense of efficiency. I, therefore, strongly recommend that the drill instructors for the Alwar Police be continued to be drawn, as they very easily may, from the Imperial Service Infantry of the State.

Drill.

92. At the commencement of the reorganization, there were no Lines for the Police and, in the absence of a head-quarters, the men lived how and where they liked. On the necessity for Lines being represented, the Durbar arranged to make over to the Police a large building, formerly used as the Nobles' School. Although this building is not all that could be desired and is badly situated, yet it possesses spacious barracks and serves the purpose of Police head-quarters.

Police Lines.

The usual Line Officer's and Orderly Sergeant's office in the Lines was duly established with the requisite registers, and the Store Rooms fitted with shelves to hold the stock of uniform and accoutrements, as in a British district.

At the outset, an experienced Officer of the Punjab Police was put in charge of the Lines and selected Alwar Policemen placed under him for training. These men have since qualified in the duties, and the work in the Lines now proceeds smoothly and effectively.

93. In consultation with the Agency Surgeon, a ward in the Alwar Hospital was set aside exclusively for ailing policemen and rules drawn up for the daily treatment of Police out-patients. The rules have been in force for some months and work smoothly.

Hospital arrangements.

94. Beds and boxes were supplied to the whole Force, with the exception of the Officers, of the size and pattern in use in the Punjab, at the following rates and cost:—

Beds and boxes.

	Rs.	a.	p.
916 Beds at Rs. 3-10 each	3,320	8	0
916 Boxes at Rs. 4-10 each	4,236	8	0
Total .	7,557	0	0

Owing to the excessive prices quoted locally, these articles were obtained from S. Babu Ram, a Contractor of Delhi; and they were all surveyed and passed by a Committee under my supervision. The beds and boxes are the property of the Force, the cost of them having been defrayed by deductions of Re. 1 a month from the pay of each man, until the aggregate cost was reached

This matter was one of those in which I had, perforce, to depart from the rules in force in British India, but there is no reason why the system, as introduced, should not continue satisfactorily, and I anticipate that the men having to pay for damages will make them careful in the usage of the articles. The beds and boxes are serially numbered and give an orderly appearance to the barracks. They must, however, be kept in order, like other institutions introduced during the reorganization. Each year they should be inspected by the Superintendent and the necessary repairs executed at the expense of the Force.

95. One complete set of winter uniform, with great-coat, and a set of new accoutrements, were supplied to each man in the Force at the beginning of the reorganization, on the occasion of the Installation of His Highness the Maharaja, at a cost of:—

Uniform

	Rs	a.	p.
Uniform	22,520	4	0
Accoutrements	2,669	10	6
Total	25,190	14	6

The cost of a complete set of Officers' kit was—

	Rs.	a.	p.
Uniform	40	5	2
Accoutrements	9	8	0
Saddlery	45	0	0
Total ..	94	13	2

The cost of a complete set of subordinates' kit was—

	Rs.	a.	p.
Uniform	22	12	0
Accoutrements	1	6	9
Total ...	24	2	9

Both uniform and accoutrements are thoroughly good and will, I anticipate, with care, last a number of years. The uniform was ordered for the Installation of His Highness the Maharaja before I arrived in Alwar, and I think that a less costly outfit might have been devised, which would have been equally effective in appearance, and yet have promised less strain on the Clothing Fund to keep in order in the future.

Next year when the grant of Rs. 4,585 for uniform is received and added to the amount already in the Clothing Fund, there will be a sum of Rs 11,001-2-6 available, which will be more than sufficient for the supply of thin summer uniform. I would suggest that this be made of khaki drill with yellow piping similar to that on the winter uniform.

The Clothing Fund has been established on regular lines and, with careful handling and the observance of the rules, which have been formulated, it should suffice to cover the expenses necessary to keep the Force properly clothed. If

the present winter uniform proves too great a strain; there should be no hesitation, when the present outfit is worn out, in adopting some less pretentious and less costly style of dress. The present uniform is smart in appearance and of good material, but I fear too expensive.

Buildings.

96. The Police buildings in Alwar compare favourably with those of other States I have visited, and the majority of the police stations are spacious and substantial and are kept in good repair.

During the reorganization three new police stations were built at the ollowing cost :—

	Rs.	a.	p.
Alwar Sadr	8,456	13	0
Malakhera	7,651	14	0
Tehla	6,165	12	0
Total	22,274	7	0

Twelve new police posts were erected within the Alwar municipal limits at a total cost of Rs. 19,693-12 and a farther sum of Rs. 7,006-2-6 was expended in the repair of existing bulidings.

The total amount thus spent on Police buildings during the reorganization was—

	Rs.	a.	p.
3 new Police Stations	22,274	7	0
12 new Municipal Police Posts	19,693	12	0
Repairs to existing buildings	7,006	2	6
Total	48,974	5	6

Buildings required.

97. New police station buildings are still required at Partabgarh, Rajgarh and Naraínpur and, as funds become available, they should be undertaken in the order in which they are named.

New police out-posts are also required at the following places and they should be built on the plan of those recently erected in Alwar :—

1. Reni	8. Silgaon.
2. Boteri	9. Lalpura
3. Harsora	10. Golaka Bas.
4. Pinam	11. Bamanwas.
5. Korana	12. Baroda Kan.
6. Barod	13. Jalalpur.
7. Jindoli	14. Gatero.

A new Police Office required.

98. A new head-quarters Police Office is also very badly wanted. The office is now situated in a portion of the building occupied by the Magistrate's Court, and the continual noise makes work well nigh impossible. The rooms, moreover, are too few and very much too small.

It has been suggested that, when the new hospital is built, the present hospital building be made over to the Police and, if this could be done, it would be a great improvement on the present unsatisfactory arrangement.

The Working.

Superintendent's Office.

99. The reforms in the head-quarters office of the Superintendent entailed much time and much monotonous labour. The lack of system in the work was everywhere in evidence, owing to the methods of comporting the different branches having, in the past, been entirely left to the idiosyncrasies of the clerks respectively engaged on them.

The complicated system of duplicate and triplicate Hindi and Urdu accounts, which the men, who wrote them, either could not or would not explain, took months to unravel.

The chaos in the record room necessitated the files for years back being sorted and put in order, and the same course had to be followed in the English Office.

A statement of the accumulation of case property in the Malkhana had to be prepared, and the orders of the Courts obtained for its disposal.

The innumerable registers and returns in use were scrutinised, and suppressed, retained or altered, according to their value. It would serve no purpose for me to dwell on the details of the office working. Briefly, the whole office was overhauled, and the systematic and simpler methods of a British Police Office introduced. The changes, which were naturally unpopular at first, were, when better understood, fully appreciated, and the office hands soon found their work simplified and shortened. Amongst those who profited most were perhaps the despatchers and diarists, who now maintain a single register each in place of the burden of 21 each. The work of the Office of the Superintendent is now carried on preciseyl on the lines which experience has proved in British India to be the simplest and most effective. The men have learnt the system and the day's routine moves smoothly forward; but, like all the reforms recently introduced, the working of the office will require careful supervision in the future to prevent the old abuses from again creeping in.

Police station offices.

100. The offices of the police station received attention in their turn. The old and useless registers were changed for some of practical utility, which were accompanied by printed instructions. They were brought into use on 1st January 1904, and two Inspectors were detailed to tour round the police stations, explaining their use and assisting in starting them. Later on, I visited the police stations on tour and inspected and further explained the books, and periodical inspections are now well established.

New principles of working initiated.

101. Together with the introduction of the new registers, a fundamental change in the principles of the working in the police stations was initiated. Before the reorganization and up to this time the working was carried on in conformity with the "razinama" system, which only required the Police to report offences and to leave the complainants to seek redress of the "zimawar," or responsible, chokidars; but during the early part of the reorganization, the management of the "razinama" system was transferred and vested in the Foujdar, and, with the introduction of the new registers into the police stations, I directed my attention to insisting on exhaustive local investigations in all classes of crime, with a view to the detection and conviction of the offenders.

This matter was one of paramount importance, for on the degree of improvement, ultimately effected in the working of the Force, depends the value of the whole reorganization; the internal reforms in the department, which had been carried out up to this point, were merely the essential preliminaries to the introduction of more efficient measures for the protection of life and property. At this point, therefore, the reorganization may be said to have entered on the second phase of its career, which constituted the setting in motion of the newly-created machine, whose wheels were, however, much clogged with the old usage of the "razinama" system and the apathy of the men.

Village "razinama" system.

102. The working of the police stations before the reorganization was to so great an extent bound up with the "razinama" system that it is difficult to separate the two subjects. I have already stated that the "razinama," or compensation, system was abolished in the Ghatas and Municipalities early in the reorganization, but it remained, and still remains, in what may be termed the village form, in or about two-fifths of the villages of the State. To be accurate the system is in vogue in 786 of the total number of 1,899 villages in the State, and, although I strongly recommended its abolition, the Durbar could not see their way to adopting the proposals.

The remaining villages in the State have no chokidars of any kind, except in isolated instances where the zamindars have privately engaged "hela," or shouting, watchmen, who are not "responsible" for crime and derive their designation from their habit of shouting about the villages at night to scare away thieves, as distinguished from the "zimawar" methods of safeguard by means of collusion.

Introduction optional.

103. The village phase of the "razinama" system differs from the Municipal and Ghata phases, in that the latter were essentially State institutions, whereas the adoption of the former in villages has always been more or less optional at the wishes of the people, who may either have the arrangement or not as they wish. When, however, the system has been once introduced into a village, past history shows that the chokidars have gradually established so firm a hold, that it has become well nigh impossible for a dissatisfied village community to eject them. Over one half of the villages in the State have preferred to do without the arrangement, and there is no doubt that, even in the villages employing the system, it has proved in the past far from satisfactory. I believe that, but for the influence of the timid and wealthy Bania classes, who rightly or wrongly regard the system as a cheap kind of insurance, it would not have gained the ground it has.

Method of employment.

104. The 736 villages, employing the system, have 2,220 chokidars distributed amongst them. Of these 2,057 are Minas, 40 are Bacrias, 48 are Meos and the remaining 75 belong to miscellaneous castes. They are employed in three different ways:—

Firstly.—On "mafi" lands granted free of revenue by the State.

Secondly.—On land allowed them by the villagers.

Thirdly—On "haq chokidara," or dues levied from the villages in a variety of ways.

Mafi Grants.

105. Of the total of 2,220 chokidars in the 736 villages, 1,234 of them in 377 villages are in possession of State "mafi" land, aggregating 9,324 bigahs, of which 8,707 bigahs are cultivated. The total nominal jama of this land is estimated at Rs. 17,431 and the commutation dues realised on some of the plots aggregate Rs. 1,145 per annum. These grants cover a large area in the Thana Ghazi, Lachmangarh and Katumbar Tahsils and a considerable area in Rajgarh, Alwar and Bansur. In Ramgarh, Gobindgarh, Behror and Mandawar the area so held is trifling, while there are no such grants at all in the Tijara and Kishengarh Tahsils. The grants appear to have been made about a hundred years ago with the double object of settling the Minas on the soil and of weaning them from their thievish habits; but this latter object was largely stultified by simultaneously appointing them chokidars under the "razinama" system with its attendant temptations to crime.

Grants by zamindars.

106. In 176 villages in the State, 473 chokidars hold plots of land from the zamindars, aggregating an area of 3,337 bigahs and nominally assessed at Rs. 2,168. These plots were made over to the Minas at various times, as the "razinama" system of chokidars was gradually introduced into these particular villages. No definite system governs the grant of these village lands, any more than in the case of the State mafi grants. The plots vary in size and value as greatly as in the conditions on which they are held.

Haq chowkidara.

107. The 513 chokidars in the remaining 183 villages have no land at all, but subsist on watch dues, known as "Haq Chokidara," levied in a variety of ways, according to the agreements drawn u[illegible] and the chokidars, the only uniform feature in the [illegible] collection of the dues every six months, after the harves[illegible] the land yields only a single crop.

[illegible] haq" is collected in cash, each house contributing [illegible] to 6 annas, and in a few isolated cases the [illegible] their st[illegible] the majority of instances, however, [illegible] form [illegible] at rates varying from 10 seers and [illegible]bers o[illegible] [illegible]locks possessed by each family. [illegible] [illegible]ges, are often supplemented by [illegible] taken from the owners of wheels [illegible] and where this is the custom, the [illegible] are "responsible" for offences [illegible] village lands, as opposed to the [illegible]ble for the safety of the village

Whatever form the "haq" may take, the chokidars are also entitled to dues, known as "Shadi" and "Gammi," on the occasions of marriages and deaths in their villages. These marriage and death dues are paid in the form of eleven annas to one rupee in cash, levied from the head of the house concerned, according to the affinity of the bridegroom or the deceased, and, in addition, a full meal, known as "Khasa parosa," for each chokidar, for as many days as the wedding or funeral ceremonies may last.

108. In all cases, the lambardars give security, usually in bonds of Rs. 100, undertaking to see that the chokidars remain present in their villages and behave themselves, but the latter frequently do absent themselves, often with the knowledge and collusion of the lambardars, and it seldom occurs that action for confiscation of the security is pressed home.

Security for Chokidars.

109. The village system of chokidars is remarkable for its unaccountable vagaries and peculiar contrasts and, with no apparent reason, we find that in 337 villages in the State, the chokidars are maintained on State "mafi" land, and the people, living in these fortunate abodes, reap the benefit of compensation for losses sustained at the hands of thieves. In other words, the State, with a generosity as remarkable as it is unexpected, insures its subjects in 337 villages, out of the total of 1,899, against loss. In violent contrast to this arrangement, the remaining 1,562 villages are left to their own devices, with the result that only 359 of them have chosen to insure against losses by paying their own premiums, either in land, cash or grain to chokidars, while the rest prefer to do without chokidars altogether.

Unaccountable vagaries.

Whatever degree of popularity may by attributed to the "razinama" system in the villages as a whole, the foundation of it unquestionably lies in the mangificent "mafi" grant arrangement in the 337 villages, under which the State pays for zemindars' losses and supplies the chokidars with land free of revenue. I do not believe for a moment [illegible] people allow land, or pay watch d[illegible] they produce a constant stream of [illegible] people complaining that for years the chokidars have refused to pay compensation for losses, and the chokidars objecting that they have not been paid their dues. Police have continually to be deputed to villages to enforce payments of both compensation and "haq," while well-founded complaints are rife throughout the whole area, where the system is in vogue, that the chokidars themselves instigate and commit the thefts

As a matter of fact, except in the "mafi" grant villages, the chokidars mostly owe their appointment, as "Zimawar" watchmen, to the Bania classes, who by their influence have succeeded in forcing the system on the villages, and there are files to show that, on occasions, the zemindars have forcibly resisted the introduction of chokidars and have turned them out of the villages. I believe that a large number of villages, now saddled with the "razinama" system, would gladly throw off the burden, were the chokidars not so firmly established. As [illegible] inals, the chokidars seek redress for all complaints [illegible] imaginary wrongs, done them, in thefts and [illegible] to incur their displeasure in any way, speedily find their bullocks, cows, goats, ploughs, or other property missing. Differences about their land and failure to pay "haq" are met in the same way, and the blows came so swiftly and surely and the organization of the Minas is so perfect, that the zemindars find themselves well nigh powerless to guard against them They are terrorised into silence and their silence is construed into content. It is unfortunate that the tendency of the administration of the State of recent years has been to bolster up the system, rather than discourage it in the spirit contemplated by Rule 16 of the Manual for the Control and Reclamation of the Criminal Tribes, and it is a matter of regret to me that I have been able to do so little towards either suppressing the system, or to carry conviction to the minds of His Highness the Maharaja and the Members of Council of the desirability of a change of policy in respect to it.

110. The principles of the working of the village system of "razinama" are fundamentally the same as previously obtained in the Municipalities and Ghatas. The chokidars, in return for their maintenance, whether by the State on "mafi" land or by the people, are

The working of the system.

held responsible for all offences against property which are committed in the areas defined in their agreements. On an offence of the kind occurring, the complainant reports his loss at the police station and, before the reorganization, on the receipt of such a report, the duties of the police consisted merely in visiting the scene of the occurrence for a few hours, with a view to ascertaining whether an offence had really been committed and, if so, the extent of the loss sustained. Having satisfied themselves on these points, the Police would withdraw and leave the complainant to demand either his property, or else the value of it, from the "responsible" chokidars. These proceedings completed the so-called Police investigation, unless the complainant succeeded in getting back his property, in which case, he would report the fact at the police station, giving a garbled account of how he had found it in the jungle, or, in the case of cattle, of how the animals had themselves returned home; the Police would then retail the complainant's obvious fabrications in a short report and the case was filed as satisfactorily disposed of. In the event of the stolen property not being recovered and of the chokidars failing to satisfy the complainant, the latter would then press for compensation through the Police; and, on the report of the Police, the Magistrate would direct the village "Panchayat" to sit to consider the circumstances and to assess the amount of compensation due to the complainant. On the completion of this procedure, the Magistrate passed final orders, directing the "zimawar" chokidars to pay the compensation; if they failed to comply within a reasonable time, they were liable to the confiscation of the whole, or part of their movable property to discharge the debt, and they were thus very frequently reduced to penury.

Compensation.

111. Compensation for property stolen may be made in a variety of ways, always provided that the complainant is satisfied. Thus the loss of jewelry may be made good in bullocks, bullocks may be paid for in cows, or in goats and cash, or in cash alone; and, provided the complainant's possession of the newly acquired articles or cattle is not disputed by other claimants, he is only too glad to take them without unnecessary inquiry into their previous history.

"Mehr Khai."

112. Before, however, the question of compensation arises, the chokidars are supposed to exert themselves among their light-fingered friends and relations with a view to the return of the articles or animals originally stolen, and it is in connection with these negotiations that "Mehr Khai" becomes a factor of importance. "Mehr Khai," meaning literally "something taken on agreement," is met with under various disguises all over India, and is well defined in the marginal synopsis of Section 215 of the Indian Penal Code as "a gift to help recover stolen property" In British India the giving and taking of such gifts is punishable, but not so in Rajputana, where it is a recognized usage, openly and freely resorted to in almost every case of theft and burglary which occurs, more especially in the areas in which the "razinama" system is in vogue. In the Manual for the Control and Reclamation of the Criminal Tribes in Rajputana, promulgated by the Government of India in 1895, we find the practice of paying "Mehr Khai" specially mentioned and condemned in Rule 16, which reads: "The custom of employing members of criminal tribes as chokidars, and the system of paying them 'Mehr Khai.' or informers' fees for the recovery of stolen property, shall be gradually discontinued."

So far however from either custom being discouraged in the Alwar State, members of criminal tribes are continually being appointed as chokidars, and it is an admitted fact that the custom of paying them "Mehr Khai" for the return of stolen property is as rife as ever. The amount of "Mehr Khai" so paid varies from about 20 to 40 per cent. of the value of the property, and so often amounts to considerable sums which the chokidars share with the thieves. Stealing under these conditions becomes a profitable business and there is no doubt that chokidars, admittedly expert criminals and 47 per cent. of whom have previous convictions on record against them, habitually instigate crime with the sole object of extorting "Mehr Khai" for returning the property stolen.

Nor is this the only way in which the "razinama" system encourages crime. The profit accruing from "Mehr Khai" undoubtedly leads to numerous offences, but where the offenders are known to the chokidars and property is not

recovered, the compulsory exaction of large sums in compensation from the chokidars becomes, in itself, a source of danger, for they either provide the means of payment by robbing somebody else, or are sold up and reduced with their families to utter destitution. The records of cases, in which losers of property have been recompensed by chokidars, show that bullocks are given in place of stolen cows, cows in place of camels, goats in place of sheep, &c., &c., and it is commonly known that the animals, so given in compensation for others, are almost invariably stolen for the purpose. On the other hand, there are numerous instances of chokidars, born criminals, being sold up to the last stick and thereafter living in destitution.

The different aspects of the "razinama" system, viewed either singly or collectively, conclusively demonstrate that, whatever may theoretically be claimed in favour of the system, it is, in practical reality, nothing less than a direct and powerful incentive to crime, and perhaps the strongest evidence of the fact is to be found in the high percentage of convicted individuals among the chokidars. As I have mentioned before no less than 47 per cent. of them have been convicted but, in view of the innumerable cases in the past, in which "Mehr [illegible] and property quietly returned, I am [illegible] chokidars are as nothing to the offences [illegible]

113. Perhaps the greatest evil, from a modern point of view, in the "razinama" system is the subordination of the detection and punishment of offenders to the recovery of property and the compensation of complainants. It may be assumed that, when originated, the system was intended only to afford greater security to property, and that it was contemplated that the Police would act simultaneously to bring offenders to justice, but it is obvious that two such systems could not live together. People in India, who are robbed, usually prefer the recovery of their losses to the chance of the offenders' punishment, and the "razinama" system, which seems to have been born of this feeling, directly encourages the secret recovery and restoration of property stolen, at the expense of allowing the culprits to go free. On the other hand, the primary object of a police investigation is the detection and open prosecution of offenders against the law. It is clear then that the two systems could not be applied simultaneously to the same cases without one defeating the ends of the other. An attempt, however, has been made in the past to assimilate the two in Alwar, and the result has been that the more urgent interests of an unfortunate few have taken precedence of the interests of the public at large, to the extent of forcing Police investigations completely into the background and of extending comparative immunity to the criminal classes.

Immunity afforded to criminals.

114. At a conference held at Rajgarh on 20th January 1904, at which His Highness the Maharaja, the Political Agent, the Inspector-General of Police, Punjab, and the Members of Council were present, I pressed for the abolition of the "razinama" system in the villages, on the grounds which I have here briefly recapitulated, but the recommendation was not well received and no immediate results ensued.

Recommendations partially accepted

[illegible] ve recommendation [illegible] 1904, [illegible] only [illegible] stolen, but that it should also be incumbent on them in future, in cases where they effected the return of stolen property, to disclose the identity of the culprits. The measure is no doubt a step in the right direction, but it would have been infinitely more satisfactory to have abolished the remains of the "razinama" system in the State outright. The effect of the measure as it stands, however, is not inconsiderable for, by compelling the chokidars to disclose the identity of offenders who are, or who become, known to them it effectually checkmates those members of the fraternity who previously instigated theft and burglary with the sole object of extorting "Mehr Khai" for the restoration of the property. It also brings the chokidar, who takes "Mehr Khai" and attempts to screen thieves, within reach of Section 215 of the Indian Penal Code, which provides punishment for such person "unless he uses all means in his power to cause the offender to be apprehended and convicted of the offence."

The investigations of offences are not now restricted to Police visits of a few hours, and, in cases where property is returned to the rightful owners through the chokidars, the chokidars are accorded the full attention of the Police, until the true facts are elicited and the identity of the culprits is ascertained. During the latter half of my time in Alwar, I have devoted myself specially towards reforming the methods of working of the Police in investigations. By insisting on exhaustive local investigations, directed towards the arrest and prosecution of offenders, in place of the mere reporting of offences, I think may claim, not only that the higher percentage of convictions has produced a corresponding decrease in crime, but that the chokidar community have come to realize that the consequences of crime are not bounded by the possibilities of the "razinama" system.

State of crime.

115. I attach simple quarterly statements of crime for the four quarters of 1903 and the first three quarters of 1904, from which the state of crime and the working of the Police may be, to a certain extent, judged.

The following summary of the statements gives the totals and percentages for each quarter in a concise form :—

Quarter and Year.	Cases.			Persons.			Property.		
	Reported and admitted.	Convicted.	Per cent.	Arrested.	Convicted.	Per cent.	Stolen.	Recovered.	Per cent.
1903.									
1st Quarter	472	88	19	180	114	63	19,820	4,530	22
2nd Quarter	491	127	26	317	169	53	12,366	2,462	19
3rd Quarter	520	137	26	328	201	61	14,500	1,720	11
4th Quarter	354	55	16	128	63	49	12,374	764	6
Total ...	1,837	407	22·1	953	547	57·3	59,060	9,476	16
1904.									
1st Quarter	232	84	36	248	143	59	9,086	1,745	19
2nd Quarter	276	134	48	306	215	70	6,403	3,338	52
3rd Quarter	299	116	38	271	156	58	8,899	3,282	37
Total ...	807	334	41·4	819	514	62·7	24,388	8,365	34·3

It will be observed from this statement that during the 4th quarter of 1903, the working of the Police shows a distinct falling off under all three heads. The reorganization of the department commenced in the early part of November 1903, and the falling off in the working is to be attributed to the temporary dislocation consequently occasioned in the working of the police stations and to the interruption intervening between the suppression of the old methods and the introduction of the new system.

Before the reorganization, the investigations were left, as I have previously stated, almost entirely in the hands of the complainants and the "zimawar," or responsible, chokidars, and at the introduction of the new system some little time necessarily elapsed between the ousting of the agency of the chokidars and the gradual bringing of the Police to assume their legitimate responsibilities.

The returns for 1904 speak for themselves and, although the statistics of the first three quarters of the year leave much to be desired, still they indicate the distinct improvement in the working, as compared with the past, which has unquestionably resulted from the reorganization of the department.

During the first three quarters of the present year, the returns show that *crime has decreased 41 per cent.* as *compared with 1903*, for in 1903 the average return of cases was 45·9 per quarter, whereas in the present year the average return per quarter works out to only 26·9. Alongside of the decrease a marked improvement in the working is apparent. The percentage of convictions in cases has risen from 22·1 in 1903 to 41·4 in 1904, and the percentage of persons convicted to arrested has risen from 57·3 in 1903 to 62·7 in the present year. The percentage of property recovered to property stolen has more than doubled, having *risen from 16 in 1903 to 34·3 in 1904*, and these latter figures, I think, afford good evidence that the Police are a more useful agency for the recovery of stolen property than the much over-rated "razinama" system of chokidars.

The figures for *burglaries, ordinary thefts and cattle thefts*, as given in the returns, may excite comment, and in truth they appear peculiar, being as follows:—

	Burglary	Ordinary Theft.	Cattle Theft
1903.			
1st Quarter	9	177	182
2nd Quarter	9	173	141
3rd Quarter	7	164	183
4th Quarter	5	145	121
Total ...	30	659	627
1904			
1st Quarter	75	34	55
2nd Quarter	61	59	51
3rd Quarter	56	67	46
Total ...	192	160	152

The wide difference between the figures of 1903 and those of 1904 is due to offences being correctly allocated according to the Indian Penal Code, from 1st January 1904, from which date attention was given to the working of the police stations. Before then, some misconception existed in the minds of the Police as to the distinction between burglary and theft, and burglaries were frequently shown as thefts or cattle thefts.

Taking burglaries, *ordinary thefts and cattle thefts* together, the decrease from an average of 76 cases per quarter in 1903 to an average of 55 per quarter in 1904, that is to say a decrease of 28 per cent., is satisfactory.

Much has been done since the beginning *of the year towards* laying bare the ramifications of criminal organizations and a fair modicum of success has attended special efforts to bring well known gangs of notorious and habitual offenders to justice. Action has also been instituted to a certain extent under the [illegible] "razinama" [illegible] tendant evils [illegible] reasing crime [illegible] before. The mistake, however, must not be made of regarding the work as completed, for such is not the case and very much s[illegible] to be done. I cannot lay too much stress on [illegible] required to insure the realizatio[illegible] department now unmistakably evinces.

First Quarter ending 31st March 1903.

Section of Code.	Offence.	Cases.						Persons.					Property.		
		Reported.	Admitted.	Not investigated.	Sent for trial.	Convicted.	Per cent. convicted to admitted.	Arrested.	Convicted.	Per cent. convicted to arrested.	Discharged.	Pending.	Stolen.	Recovered.	Per cent. recovered to stolen.
147	Rioting	7	7	...	3	...	...	27	...	...	27	...	...	...	...
188	Disobedience of orders	2	2	...	2	2	...	8	8	...	...	...	...	...	...
212	Harbouring	2	2	...	1	1	...	3	3	...	...	...	...	...	...
214	Harbouring an escaped offender.	4	4	...	1	1	...	1	1	...	...	...	...	...	...
295	Destroying any sacred object.	1	1	...	...	...	...	...	...	...	...	...	...	...	...
304	Culpable homicide ...	1	1	..	...	...	...	...	...	...	...	...	...	...	...
307	Attempt to murder ...	3	3	...	3	3	...	3	3	...	...	...	...	...	...
309	Attempted suicide ...	1	1	...	1	1	...	1	1	...	...	...	...	...	...
317	Exposure of a child ...	1	1	...	...	...	...	...	...	...	...	...	...	...	...
325	Grievous hurt ...	13	12	...	11	1	...	25	1	...	24	...	...	...	...
328	Administering stupefying drugs.	1	1	...	1	1	...	1	1	...	...	...	...	...	...
353	Assault on public servant.	4	4	...	4	4	...	10	10	...	...	...	...	...	...
341	Wrongful restraint ...	3	3	...	1	1	...	2	2	...	...	...	...	...	...
354	Assault on woman ...	1	1	...	1	...	...	1	...	...	1	...	...	...	...
363	Kidnapping	1	1	...	1	1	...	1	1	...	...	...	...	...	...
376	Rape	5	5	...	...	...	...	...	...	...	...	...	...	...	...
379	Cattle theft	184	182	...	12	12	...	15	12	...	3	...	10,106	4,015	...
379	Ordinary theft ...	177	177	...	37	33	...	49	40	...	9	...	9,469	340	...
392	Robbery	5	5	...	1	...	...	1	...	...	1	...	...	...	...
401	Gang of habitual thieves	1	1	...	...	...	...	...	...	..	...	..	...	...	...
406	Criminal breach of trust	1	1	...	1	1	..	1	1	...	...	...	70	...	...
411	Receiving stolen property.	2	1	...	[illegible]	1	...	1	1	...	...	...	175	175	...
428—429	Mischief to animals ..	7	7	...	1	1	...	3	3	...	...	...	...	...	...
435—436	Mischief by fire ...	11	10	...	1	1	...	3	3	...	...	...	...	...	...
448	House trespass ...	2	2	...	1	1	...	1	1	...	...	...	...	...	...
457	Burglary	9	9	...	..	...	...	...	...	...	...	...	...	...	...
10, XXVII. 1871.	Criminal Tribes Act ...	23	23	...	19	19	...	19	19	...	...	..	...	...	...
109, C. P. C.	Vagrancy	4	4	...	3	2	...	3	2	...	1	...	...	...	...
110, C. P. C.	Habitual offenders ...	1	1	...	1	1	...	1	1	...	...	...	...	...	...
	Total ...	477	472	...	105	88	19	180	114	63	66	...	19,826	4,530	22

Second Quarter ending 30th June **1903.**

...n of Code	Offence	Cases.						Persons					Property		
		Reported.	Admitted.	Not investigated.	Sent for trial.	Convicted.	Per cent. convicted to admitted	Arrested	Convicted.	Per cent. convicted to arrested	Discharged.	Pending.	Stolen.	Recovered	Per cent. recovered to stolen.
147	*Rioting*	7	7	...	5	2	...	38	7	...	31	.	..	...	..
212	Harbouring	3	3	...	2	1	...	2	1	.	1	..	...	...	...
216	Harbouring an escaped offender.	5	5	...	3	3	...	3	3			...	...	...	...
241	Using counterfeit coin	1	...	...	...	...	...	...	.	...	.	...	...	...	.
295	Destroying any sacred object	2	2	...	...	...	...	..	.	...	...	...	...	...	...
302	Murder	3	3	...	2	2	...	2	2	...	.	...	...	..	...
304	Culpable homicide ...	8	6	...	3	1	...	28	20	...	8	...	...	...	...
307	Attempt to murder ...	1	1	.	1	...	...	1			1	...	..	...	...
309	Attempted homicide ...	3	3	...	1	1	...	5	1	...	4	...	...	...	...
325	Grievous hurt ...	16	15	...	12	4	...	33	4	..	29	...	...		...
326	Grievous hurt by dangerous weapon.	1	1	...	1	1	...	4	3	...	1	.	...	...	...
352	Assault	1	1	.	1	1	...	2	2	...	.	...	..	...	...
353	Assault on public servant.	4	4	...	3	1	.	6	1	...	5	...	..	.	...
341	Wrongful restraint ..	1	1	...	1	...	...	1	...	...	1	...	...	..	.
354	Assault on woman ...	2	2	...	1	.	...	1		...	1	...	.	..	...
363	Kidnapping	1	1	..	1	...	...	1		...	1	...	...	...	.
376	Rape	4	4	..	1	1	...	1	1	...	...	...	...	...	...
379	Cattle theft	142	141		42	21	...	53	21	...	32	.	6,901	2,172	...
379	Ordinary theft .	178	173	...	32	30	..	44	40		4	...	5,293	200	...
392	Robbery	18	13	...	6	2	.	11	2	...	9	...	70	..	.
395	Dakaiti	1	1	...	...	...	...	..	...	...	.	...	89	...	...
406	Criminal breach of trust	2	2			...	.	...	...	...	...	...	...	...	.
411	Receiving stolen property.	10	10	...	5	5	.	7	7	...	...	...	...	90	...
428—429	Mischief to animals ..	10	10	...	4	4	..	4	4	...	...	...	...	..	...
435—436	Mischief by fire ..	8	7	...	3	2	.	3	2	..	1	...	...	..	..
448	House trespass ...	7	7	..	3	3	...	4	4	...	...	...	...	...	..
457	Burglary	9	9	..	2	2	...	4	4	..	...	...	13	...	..
..., XXVII, 1871.	Criminal Tribes Act...	51	49	...	49	30	..	49	30	.	19	...	...	.	..
...09, C P. C.	Vagrancy	9	5	...	5	5	.	5	5	...	..	...	.	.	..
...10, C. P. C	Habitual offenders ...	5	5	...	5	5	...	5	5	...	..	..	..	..	
	Total ...	513	491	...	194	127	26	317	169	53	148	...	12,366	2,462	

Fourth Quarter ending 31*st December* 1903.

Section of Code	Offence.	Cases.						Persons.					Property.		
		Reported.	Admitted.	Not investigated.	Sent for trial.	Convicted.	Per cent convicted to admitted.	Arrested.	Convicted	Per cent convicted to arrested.	Discharged.	Pending	Stolen	Recovered	Per cent recovered to stolen.
143	Being member of unlawful assembly.	1	1	..	...	...	...	..	...	...	.	...	...	.	..
147	Rioting	4	4	...	4	..		25	.	.	25		...	...	...
188	Disobedience of orders	1	1	...	1	..		1	..	...	1	...	...	.	..
212	Harbouring	1	1	..	1	1		1	1	.	..	.	..	...	...
241	Using counterfeit coin	1	1	...	..	...			..	..	.			...	...
302	Murder	2	2	...	2	...		2	...	...	2		..		..
304	Culpable homicide ...	4	3	...	3	1		4	2	...	2	.	..		...
325	Grievious hurt ...	11	11	...	2	...	..	2	...	.	2	.	..		
337	Hurt endangering life	2	2	...	...	..	.	.	..	.	..	..	...	.	...
353	Assault on public servant	1	1	...	..	..				..		...		...	...
363	Kidnapping	1	1	.	1	1		1	1	.	.	...	..	..	..
376	Rape	10	10	.	1	1		1	1		.	.		...	..
379	*Cattle theft*	123	121	.	7	5	.	19	2	.	17	..	6,314	557	...
379	Ordinary theft .	151	145	..	26	22	.	31	24	..	7	...	5,37[illegible]	58	...
392	Robbery	10	10	.	2	1	..	3	2		1		35[illegible]	..	...
406	Criminal breach of trust	6	5	...	3	3	..	3	3		...	...	200	..	..
411	Receiving stolen property	7	7	...	5	4		10	7	.	3	...	..	100	..
428—429	Mischief to animals ...	4	4	.	3	3	..	7	7	..	..	...	..	..	..
435—436	Mischief by fire ...	1	1	..	..	...	..	.		...	...	..		...	..
448	House trespass ...	6	6	...	2	1	..	3	1		2	.	...	..	
456	Lurking house trespass by night.	1	1	...	1	1	..	1	1	..	.			.	.
457	Burglary	5	5	...	3	2	..	3	2	...	1	..	100	...	.
19, XXVII, 1871	Criminal Tribes Act ...	11	10	.	10	9	...	10	9	...	...		...	...	.
109, C. P C	Vagrancy	2	1	...	1	..		1	.	...	1		...	...	
	Total ...	366	354	...	79	55	16	125	63	49	65	..	12,374	764	

Second Quarter ending 30th June 1904.

Section of Code	Offence.	Cases. Reported.	Admitted.	Not investigated.	Sent for trial.	Convicted.	Per cent. convicted to admitted.	Persons. Arrested.	Convicted.	Per cent. convicted to arrested.	Discharged.	Pending.	Property. Stolen.	Recovered.	Per cent. recovered to stolen.
147	Rioting	1	1	...	1	1	...	11	11	—	—	—	—	—	—
170	Personating public servant.	2	1	...	1	1	...	1	1	—	—	—	—	—	—
188	Disobedience of orders	4	3	...	2	2	...	2	2	—	—	—	—	—	—
212	Harbouring	5	4	...	3	2	...	5	4	—	1	—	—	—	—
224	Resisting arrest ...	6	4	...	2	1	...	3	1	—	1	2	...	...	—
304	Culpable homicide ...	2	2	—	2	2	—	2	2	...	...	—	—	—	—
307	Attempted murder ...	1	...	...	—	—	—	—	—	—	...	—	—	—	—
309	Attempted suicide ...	3	3	...	3	2	—	3	2	—	1	...	...	—	—
317	Exposure of child ...	1	1	...	1	1	...	2	2	...	...	...	...	—	—
324	Hurt by dangerous weapon.	2	1	...	...	...	...	—	...	...	...	—	—	—	—
325	Grievous hurt ...	21	17	...	12	11	...	27	18	...	9	—	—	—	—
333	Grievous hurt to public servant.	1	1	...	1	...	...	2	...	...	—	2	—	—	—
337	Hurt endangering life	2	1	...	1	1	...	1	1	—	...	—	—	—	—
342	Wrongful confinement	2	2	...	2	...	...	7	...	...	7	...	—	...	—
353	Assault on public servant.	9	9	...	9	6	...	16	7	—	8	1	—	...	—
366	Abduction ...	1	...	...	...	...	...	...	...	...	...		—	—	—
371	Dealing in slaves ...	1	1	...	1	1	...	2	2	...	...	...	—	...	—
373	Buying minor for prostitution.	2	2	...	1	1	...	2	2	—	...	...	...	—	...
376	Rape	2	...	...	...	...	...	...	...	—	...	...	—	—	...
377	Unnatural offence ...	1	1	...	1	1	...	1	1	...	—	...	—		—
379	Cattle theft	51	51	...	27	19	...	54	25	...	18	...	2,912	1,94[illegible]	—
379	Ordinary theft ...	63	59	...	24	22	...	63	47	...	12	3	444	[illegible]	
392	Robbery	4	3	...	3	3	...	7	7	—	...	...	47	4	
406	Criminal breach of trust	4	4	...	3	1	...	5	1	...	4	...	27		—
411	Receiving stolen property.	22	15	...	11	9	...	14	12	—	1	—	42	6[illegible]	...
428	Mischief to animals ...	7	3	—	2	1	...	2	1	...	1		...		—
447	Criminal trespass ...	2	1	...	1	1	...	1	1	...	—	...	23		...
452	House-trespass with hurt.	2	2	—	2	1	...	9	8	—	1	—	...		—
457	Burglary	67	61	...	22	21	...	27	27	—	10	—	2,912	[illegible]	...
XXVII, 1871	Criminal Tribes Act ...	20	18	...	17	13	...	17	12	—	1	3	...		—
109, C. P. C	Vagrancy	5	4	—	4	1	...	4	1	...	2	—	—		—
110, C. P. C	Habitual offender ...	1	1	—	1	1	...	1	1	...	—	...	...		...
	Total ...	323	276	—	172	134	48	306	213	70	81	10	6,4[illegible]		5[illegible]
	Corresponding quarter of 1903.	518	401	—	194	127	26	317	169	53	147	...	12[illegible]		1[illegible]

Third Quarter ending 30th September 1904.

Section of Code.	Offence.	Cases. Reported.	Cases. Admitted.	Cases. Not investigated.	Cases. Sent for trial.	Cases. Convicted.	Cases. Per cent. convicted to admitted.	Persons. Arrested.	Persons. Convicted.	Persons. Per cent. convicted to arrested.	Persons. Discharged.	Persons. Pending.	Property. Stolen.	Property. Recovered.	Property. Per cent. recovered to stolen.
147	Rioting	8	7	...	7	3	...	42	23	...	...	19	...	...	...
188	Disobedience of orders	3	3	...	2	2	...	3	3	...	...	...	...	...	...
212	Harbouring	3	3	...	2	2	...	6	6	...	...	...	...	...	...
243	Possessing counterfeit coin.	1	1	...	1	1	...	1	1	...	...	...	...	...	...
295	Destroying sacred object.	3	3	...	3	2	...	3	2	...	...	1	...	...	...
302	Murder	1	1	...	1	1	...	1	1	...	...	...	...	...	...
304	Culpable homicide ...	3	3	...	1	1	...	3	3	...	...	...	...	...	...
307	Attempted murder ...	1	...	...	...	...	...	...	...	...	...	...	...	...	...
309	Attempted suicide ...	3	3	...	1	1	...	1	1	...	...	...	...	...	...
317	Exposure of child ...	1	...	...	...	...	...	...	...	...	...	...	...	...	...
324	Hurt by weapon ...	5	4	...	3	3	...	4	3	...	1	...	...	...	...
325	Grievous hurt ...	11	8	...	2	2	...	2	2	...	...	...	...	...	...
332	Hurt to public servant	2	2	...	2	1	...	7	1	...	2	4	...	...	...
342	Wrongful confinement	2	2	...	1	...	...	2	...	...	...	2	...	...	...
347	Do. in secret ...	2	2	...	...	...	...	...	...	...	...	...	...	...	...
353	Assault on public servant.	12	11	...	10	6	...	10	5	...	1	4	...	...	...
363	Kidnapping	2	1	...	...	...	...	...	...	...	...	...	...	...	...
371	Dealing in slaves ...	1	1	...	1	...	...	1	...	...	...	1	...	...	...
376	Rape	8	8	...	5	4	...	5	4	...	1	...	...	...	...
377	Unnatural offence ...	1	1	...	1	1	...	1	1	...	...	...	...	...	...
379	Cattle theft	47	46	...	17	9	...	25	8	...	9	8	2,108	690	...
379	Ordinary theft ...	70	67	...	30	23	...	52	28	...	12	12	2,411	2,037	...
392	Robbery	5	5	...	1	1	...	1	1	...	...	...	71	14	...
406	Criminal breach of trust	4	4	...	3	2	...	3	2	...	...	1	26	...	...
411	Receiving stolen property.	24	22	...	14	11	...	21	14	...	3	4	61	280	...
428	Mischief to animals ...	3	2	...	1	...	...	1	...	...	...	1	...	...	...
447	Criminal trespass ...	2	2	...	...	...	...	...	...	...	...	...	...	...	...
457	Burglary	57	56	...	28	20	...	45	27	...	9	9	4,222	261	...
19, XXVII, 1871.	Criminal Tribes Act...	28	27	...	27	18	...	27	18	...	1	8	...	...	...
109, C. P. C.	Vagrancy	3	3	...	3	1	...	3	1	...	...	2	...	...	...
110, C. P. C.	Habitual offender ...	1	1	...	1	1	...	1	1	...	...	...	...	...	...
	Total ...	317	299	...	168	116	38	271	156	58	39	76	8,899	3,282	3
	Corresponding quarter of 1903.	535	520	...	195	137	26	328	201	61	127	...	14,500	1,720	1

Village Responsibility.

116. It is well recognized in British India that the co-operation and assistance of the leaders of village communities is essential to successful working in all branches of executive administration, and more particularly in the criminal branches, but this truth does not appear to have been yet realized in the Alwar State.

Essential to success.

117. In connection with the reforms in the police stations, it early became apparent that the absence of any pretence of co-operation or assistance on the part of the headmen and principal men of the villages constituted a serious obstacle to successful Police working throughout [illegible] e lambardars, or headmen, [illegible] revenue, while the large [illegible] State at all, beyond the payment of revenue due from them. It is possible that in the exigencies of the "raznama" system, under the auspices of which Police investigations had degenerated into a farce, the Police neither required nor asked the co-operation of the village leaders, but, even so, it is surprising that the value of their help in other executive matters should never have been sufficiently realized for some code of rules, defining their duties, to have been drawn up. In the absence of such regulations, these middlemen, who form the only means of bridging the inevitable gulf existing in India between the official classes and the people, were found in Alwar mostly arrayed against the interests of the administration, engaged in protecting offenders and receiving and passing on stolen cattle. Not a few of the lambardars and landowners were, and still are, known to harbour Minas and other notorious criminals and to share the proceeds of their depredations in return for protecting them from the consequences of their misdeeds. The estrangement of these classes from the administration was principally due to their duties and responsibilities never having been defined or enforced and, with a view to remedying the defect, the following rules were drawn up. They received the sanction of His Highness the Maharaja on 21st July 1904 and were brought into force shortly afterwards.

No village co-operation

118. Rules relating to the Duties and Responsibilities of Village Headmen and Watchmen and of Owners and Occupiers of Land and their Agents and of Patwaries:—

Rules for village co-operation.

1. The village watchman is bound to obey the village headman and they are both bound to assist the Police to the best of their ability in all matters connected with the prevention and detection of crime and the apprehension of offenders.

2. If any crime is committed and the tracks of any of the accused or the stolen property is traced to any village or to its boundary, the lambardars and chokidars are responsible for producing the offender and the stolen property or to show that they have left the village.

3. It is the duty of every village watchman to keep watch and ward in his village.

4. Every village watchman shall report in person, once a week, on the state of his village regarding Police matters or epidemic diseases to the officer in charge of the police station. When there are more than one watchman in a village, such report shall be made by one watchman only and the duty shall be taken by rotation.

5. Every village headman, owner or occupier of land, and agent of any such owner or occupier and every person employed in the collection of revenue, and every watchman is bound forthwith to communicate to the officer in charge of the police station any information he may obtain respecting—

(1) any person of bad character found lurking in such village limits who has no ostensible means of subsistence, or who cannot give a satisfactory account of himself;

(2) the residence in, or the resort to, any place within the limits of such village, or passage through such village, of any person who is a reputed thief, house-breaker, "khutel" or receiver of stolen property, or who is a notorious bad character, or an escaped offender, or who is a harbourer of dakaits, or who has committed any offence cognizable by the Police;

(3) the absence from any such village of bad characters and suspected persons who are ordinarily residents of such village;

(4) the absence from such village of members of proclaimed criminal tribes without leave;

(5) the occurrence in such village of any sudden or unnatural death or of death under suspicious circumstances ;

(6) all disputes which are likely to lead to any riot, or serious affray, and intelligence he receives affecting the public peace within or near such village;

(7) the appearance of any epidemic and any information connected therewith which may be required by the State;

(8) the presence in any village of any person who is suspected of committing, or of having a design to commit, any offence, whether within or without the State jurisdiction.

6. Every village headman and village watchman, owner or occupier of land and patwari shall of his own authority interpose for the purpose of preventing the commission of any cognizable offence, whether within or without his village.

7. Every village headman and village watchman, owner or occupier of land and patwari shall of his own authority interpose for the prevention of any damage attempted to be committed to any State, Municipal or Railway property, movable or immovable, or to prevent the removal or injury of any public landmark.

8. Every village headman and village watchman shall without orders from a Magistrate and without a warrant arrest—

(1) any person who commits any cognizable offence as defined in the Criminal Laws in force in the State ;

(2) any person against whom reasonable complaint has been made, or reasonable suspicion exists, of his having been concerned in any such offence ;

(3) any person against whom a "hue and cry" notice has been issued in writing of his having been concerned in any such offence ;

(4) any person who has been proclaimed an offender either under the Criminal Laws in force in the State or in a Police notification, or under any other rule or law in force in the State ;

(5) any person in whose possession anything is found which may reasonably be suspected to be stolen property, or who may reasonably be suspected of having committed an offence with reference to such thing ;

(6) any person who obstructs a Police officer or other public servant, or a village headman or watchman, or owner or occupier of land, or patwari, acting under these rules in good faith in the execution of his duty, or who escapes from lawful custody ;

(7) any person reasonably suspected of being a deserter from the British Army or Imperial Service and State Troops;

(8) any person who has been concerned in, or against whom a reasonable complaint has been made, or credible information has been received, or a reasonable suspicion exists of his having been concerned in any act, committed at any place out of the State, which, if committed in the State, would have been punishable as a cognizable offence, and for which he is, under any law relating to extradition or otherwise, liable to be apprehended or detained in the State.

9. If a person forcibly resists an endeavour to arrest him, every village headman and watchman may use such means as may be necessary to effect the arrest.

10. No person arrested by a village headman or village watchman shall be subjected to more restraint than is necessary to prevent his escape.

11. The village headman and village watchman shall take charge of all persons arrested in a village and shall forthwith take such persons arrested before the officer in charge of the police station.

12. Any private person may arrest any person who, in his view, commits a non-bailable and cognizable offence, or who has been proclaimed an offender and shall, without unnecessary delay, make over any person so arrested to a Police officer or, in the absence of a Police officer, to the nearest headman of a village, who shall forward him immediately to the police station.

13. Any person who is guilty of neglecting these rules, lawfully promulgated, or who is guilty of acting wilfully, in any way, against the interests of the administration of the State, shall be liable to prosecution and punishment under any law or rule in force in the State.

Postal Arrangements.

Unsatisfactory.

119. The postal arrangements at the beginning of the reorganization were eminently unsatisfactory so far as the Police were concerned. The Police were neither accorded the privilege of stamping and franking official communications, nor were they allowed service

stamps; in short they were denied the official use of the post office altogether. All communications between the Superintendent's Office and the police stations, and *vice versâ*, were forwarded through the Foujdar's Office and the Tehsils, where stamps were affixed and the envelopes franked and posted. As, previous to the reorganization, the reports from police stations in criminal cases, and indeed in most other matters, were dealt with by the Tehsildars, the want of direct communication with head quarters was less felt than when the introduction of the new system of supervision necessitated such reports being sent into Alwar.

In case of police communications intended for destinations outside the State, the procedure in force before the reorganization was even more cumbersome than that obtaining internally in the State. For instance, an officer in charge of a police station, wishing to communicate with an officer, 20 miles away in the next State or in Gurgaon, enclosed his communication, together with a request for its despatch, in an envelope, addressed to the Superintendent of Police in Alwar, and sent it to the Tehsil where it was enclosed in another envelope, addressed to the Foujdar, or Magistrate, in Alwar. On receipt of the cover, the Foujdar sent the enclosure to the Superintendent, who opened it and enclosed the [illegible] to the officer for whom the letter [illegible] Foujdar, who affixed a stamp and [illegible] o the Council, a member of which body would then frank the envelope and send it to the post office.

It is not necessary to point out that the delay, attending this lengthy and complicated procedure, usually stultified the object of the communications and impeded co-operation generally.

Concessions obtained.

120. On my representing the matter to the postal authorities through the Political Agent, the privilege of the Police officially using the postal system was at first refused, but, on the matter being pressed, the right was eventually accorded to them to stamp, frank and post official communications at any post office within the limits of the State, but not beyond its borders. In view of the Alwar State having accepted the [illegible]

[illegible] so far settled, the Durbar accorded to the Police [illegible]

[illegible] not post official communications beyond the borders of the State is being met at present, where such course is necessary, by the use of private stamps paid for by the administration.

Laws.

Criminal Procedure Code.

121. The Indian Penal Code was introduced into the State shortly before the reorganization, but the Criminal Procedure Code had not been adopted. During the reorganization I repeatedly represented that, in the absence of any other law of procedure in the State, it was desirable that the Criminal Procedure Code should be made law, but for some reason the Durbar was not favourable to the measure, and finally rejected it on the ground that the Criminal Procedure Code was too cumbersome and complicated for the requirements of the State. Parts of the Code certainly are not applicable to Alwar, any more than to the many other States which have used it for years, but, in the absence of any other similar law, the wise course [illegible] Code as it stands and to allow that portion [illegible] istration, to effect its own effacement, [illegible] wever, the introduction of the Code, [illegible] officials equally with the public, was vehemently opposed, and the present absence of any law or rules of procedure of any kind in the State is not only deplorable on its own account and because of the latitude so extended to the unscrupulous, but it is regrettable as a possible bar

to Government admitting Alwar to the list of States, whose convictions may, ere long, be recognized by British Courts. The Police of Alwar, as far as possible, follow the procedure of the Criminal Procedure Code.

The Police Act.

122. At my recommendation the Police Act, Act V of 1861, was introduced into the State and made law on 17th November 1903. Section 34 of this Act has not been extended to the Municipalities, as the matters therein were already provided for by the Alwar Municipal Act. Several convictions under section 29 have, since the Act was made law in the State, been had against policemen guilty of flagrant misconduct, and these judicial prosecutions have produced an excellent effect.

An Arms Act required.

123. An Arms Act is as necessary in the Alwar State as a Procedure Code. There are at present no laws or rules of any kind regulating the possession and traffic in arms, and arms of every description are openly carried by all classes. It is true that rule 4 of the Manual for the Control and Reclamation of the Criminal Tribes in Rajputana provides for the disarming of all members of criminal tribes, but no attempt appears to have ever been made to carry the measure into effect, and criminals generally, and Minas especially, almost invariably go armed on their thieving excursions. Swords are the favourite weapons, but firearms are common, and it is of frequent occurrence that people, while defending their property from thieves, are injured and sometimes killed outright. Repeated complaints have been made by the authorities of the Nabha State, where the possession of arms is strictly prohibited, of incursions by armed criminals from Alwar, and there are numerous cases on record of unequal conflicts between armed intruders from Alwar and the defenceless Nabha subjects.

The arms question is a big and difficult one, affecting the whole of Rajputana, where it is a mark of distinction to carry a sword in the hand, still a solution is well within the bounds of possibility. The time has passed when arms were generally necessary for the protection of life and property, and to allow their possession indiscriminately to the public is to unrestrictedly place them in the hands of criminals.

Although the matter is one which would have to be cautiously approached, a means might be devised of checking the possession of arms by members of criminal tribes, and indeed by all criminals, without causing discontent by breaking into old established customs. There could not, I imagine, be any objection to enumerating the classes permitted to possess arms, or to numbering and registering the arms in their possession, or to making the owners, and their heirs, responsible for the safety of the weapons in their keeping. If some such easy measures as these were adopted and the possession of arms by the prohibited classes was at the same time made penal, it might in time become possible to check, to a great extent, the general possession and use of arms by criminals; but, until some such measures are introduced, it seems hopeless to attempt to dispossess particular classes of the people of their weapons, or to prevent them immediately supplying themselves with others in place of those taken away.

It is not so long ago that the people of the Sikh States entertained the same feeling regarding the possession and parading of weapons, which still obtains in Rajputana, but the administrations of those States have since seen the wisdom of introducing laws regulating their possession, and there can be little doubt that the Rajputana States would be well advised to adopt the same course.

Co-Operation on the Border.

Boundaries of Alwar.

124. The general question of co-operation in Police matters between the Alwar State Police and the Police of the surrounding territories came prominently to notice during the reorganization.

The Alwar State is bounded on the north by the British district of Gurgaon, the Bawal perganah of the Nabha State and the Kot Kasim perganah of Jaipur, on the east by Gurgaon and Bhartpur, on the south by Jaipur, and on the west by Nabha, Patiala and Jaipur territory.

125. The relations regarding the extradition of offenders and co-operation between Alwar and the four States of Patiala, Nabha, Jaipur and Bhartpur are prescribed in Codes of International Procedure, there being one such Code for the two Phulkian States and separate Codes for Jaipur and Bhartpur. The relations between the British Government and Alwar were originally defined in a short Treaty of eight Articles in 1867, but in 1887 a further Agreement was entered into, whereby the Extradition Act of 1879 was made applicable to the extradition of offenders from British India to the Alwar State.

Codes of Procedure.

The rules relating to the extradition of offenders between the States, leave nothing to be desired; indeed they are more generous than those accorded by the British Government to Native States, in that the States reciprocate between themselves in surrendering offenders, one to the other, "without objection or proof demanded of guilt"; but the procedure, relating to mutual co-operation in practical Police matters between the States, is by no means so liberal as that recognized in British India as essential to successful Police working.

The treaties between the British Government and Alwar are silent regarding reciprocal Police co-operation, a defect which was supplied during the reorganization, and, while there is a procedure of a kind briefly indicated in the Codes between Alwar and the adjoining Native States, the pursuance of it is *so circumscribed and complicated by the element of "responsibility," created* between the States by the Rules for the Guidance of the Courts of Vakeels in Rajputana, that it not only fails in its purpose, but operates as a positive obstruction to the Police the moment they cross the borders of their own State.

126. The five Courts of Vakeels sitting at Ajmeer, Abu, Odeypur, Jaipur and Deoli, were in existence some years before the

The Courts of Vakeels

ho[illegible] ...moving the administrations of [illegible] ...ime and criminals on the bor[illegible] ..." firstly, for offences commi[illegible] ...nders living in, or escaping into, their territories and, thirdly, for stolen property found within their

[illegible]

the States, [illegible] ...of their respective territories, on pain of payment,

[illegible]

between the States to the extent of rendering them the dividing lines between the conflicting interests of the separate administrations in all border criminal matters. Under the peculiar conditions created by the Rules, no two States can regard in the same light [illegible] ...f "responsibility" likely [illegible] ...the crimes, [illegible] ...owards one must, and does, [illegible] ...ing the subjects or jurisdictions of [illegible] ...posing as a plaintiff and suing for [illegible] ...just or rational reason, forced into the position of defendant; and the conflicting interests of the two States are ultimately fought out in the Courts of Vakeels by the representatives of the State concerned.

127. Where, then, on the *borders of the States*, the united action of two

[illegible]

out between the executive officials and the people of the different every case which *occurs on* or near the borders.

The Nazims, Tahsildars, Thanadars and the people of the States fully realize the conditions under Rules X and XI of the Manual which, if proved, constitute "responsibility" and subsequently become grounds for claims for compensation; and, as compensation paid by an administration, has ultimately to come out of the villagers' pockets and produces at the same time an inordinate amount of unpleasantness for all executive officials concerned, it is scarcely wonderful that both the executive officials and the people exert themselves to prevent, by both fair means and by foul, the substantiation of any of those conditions. The Rules might serve their purpose could the official classes and the people be relied upon to be serenely guided by their injunctions and to dispassionately disclose the true facts of every case, in short, to work with the precision of an automaton, but in a country where the actions of individuals are determined by their own personal interests, it is futile to suppose that they will adopt a course of action, obviously opposed to their interests, merely because an injunction is laid upon them in a printed rule. If the substantiation of an offence renders them liable to being mulcted of their hard-won earnings, they will exert themselves to see that it is not substantiated; if the recovery of the stolen property produce similar consequences, they will prevent its being recovered; and if the taking up and following of a track, brought to their borders, smacks of suicide, they will dispute the nature of the tracks, prevaricate and cause delays pending the disappearance or destruction of the objectionable footprints further on. This is precisely what happens all along the borders of the Rajputana States every day, and files are produced by the officials on both sides of the borders presenting masses of false and contradictory evidence, each side endeavouring to make good their own cases and accusing the opposing party of every imaginable kind of chicanery, perjury and dishonesty. As a matter of fact the party originally investigating, that is the pursuing party, is usually in the right, and the other party, defending their State and themselves from the penalty of compensation, is usually in the wrong, but there is small satisfaction in knowing that when the investigation inevitably and irrevocably go to pieces on the borders and criminals escape being brought to justice on account of the squabbling.

Investigations rendered futile.

128. During the year I have been in the Alwar State I have perused the files of numerous cases, occurring both within and without Alwar territory, in which the investigations might have ended successfully but for the opposition and obstruction, encountered on the border, at the critical moment when assistance and co-operation were most necessary. Cases of cattle theft, in which the tracks lead over the border, are the most numerous. The story is invariably the same. The local police with the complainant and trackers carry the tracks of the thieves with the stolen animals to the border, and send intimation to the Thanadar into whose jurisdiction they lead. According to Rule XI, the Thanadar is "bound to take up and carry on tracks brought to his border," and the devices, by which he avoids doing so, would be amusing were they not attended by such disastrous results. His first resource is delay, during which he trusts to the elements and to villages with herds of goats and cattle to destroy the tracks, and a day, and often two days, are for specious reasons allowed to pass before he finally joins the tracking party awaiting his arrival on the border. When he does eventually join the investigation, it is not with the desire of rendering assistance and helping on the ends of justice, but with the fixed purpose of disputing the tracks and thwarting the tracking party by every means in his power, in order to defend his State and himself from liability under the rules of International Procedure. He insists that tracks, which have been followed to the border as those of a stolen bullock, are those of a buffalo and *vice versâ;* that those said to be the tracks of a sheep were made by a goat and so on; if these devices fail, he emulates the example set at Copenhagen a century ago by refusing to see any tracks at all, and produces trackers and villagers from his own side of the border, men who are as deeply interested in spoiling the case as he is himself, to corroborate his fabrications, no matter how improbable or ridiculous they may be. The investigations having, by some such device as the above, been effectually checked, both parties set about preparing their files and, after two or three days spent in unseemly wrangling and the interchange of innumerable politely ironical notes, each party retires from the scene, leaving the offenders more securely in possession of the stolen property than they were before.

129. Difficulties of a similar nature [illegible] effect the arrest of offe[illegible] foreign jurisdiction and to recover, stolen proper[illegible]

Arrests and recovery of property.

The local police and people having nothing to gain, but much to lose, by assisting, or even allowing, an arrest or the recovery of property in their State, naturally exert their utmost efforts to place obstacles in the way and to prevent criminals being brought to justice. The only tangible outcome of the great majority of border investigations, involving more than one State, are the contradictory and worthless files of complaints prepared by the Thanadars. These, after months and often after years, eventually become the basis of much acrid correspondence between the Courts and Administrations of the States, and, unless some agreement is arrived at, which in any case does not alter the fact that the criminals still remain at large, they find their way for decision to the Courts of Vakeels.

Notwithstanding the somewhat elaborate procedure prescribed in the rules for the conduct of "the trial" of such cases, the Vakeels almost invariably settle the differences and disputes by means of easy compromises Thus the worthless files of false testimony are wiped off and disappear, which perhaps is the most satisfactory feature in the whole arrangement, but the disputes and quarrels on the borders leave their taint in the minds of the officials and the people to still further embitter future proceedings and to operate as an increasing protection to the criminals of the border.

The rules unpopular and obstructive

130. It is not too much to say that grave dissatisfaction with the rules of International Procedure is evinced on all hands. All the officials, both in and out of the Police, whether employed in Alwar or in other States, whom it has been my privilege to consult during the past year, have unanimously denounced the system of "responsibility" between the States as the principal cause of excessive crime and bad Police working on the borders. The lack of co-operation, or indeed, of ordinary good will, between the Police of the different States is perfectly lamentable. Where, between the Forces of the separate administrations, there should be a personal feeling of sympathy and a desire to co-operate against the common enemy, there exists hostility and resentment, which unmistakably evinces itself, in more or less unpleasant forms, at almost every meeting.

On one occasion, in an important case, I wrote direct to a Superintendent of Police of a certain State asking for assistance, but, instead of co-operating with me in a friendly spirit, he took my communication to the Political Agent with a complaint of my addressing him direct, and the letter was eventually returned to me, unattended to, with a request for an explanation as to why I had not followed the usual procedure (which would have been useless, owing to the unavoidable delay) of communicating through the Political Agent of Alwar. This exemplifies the general feeling now existing between the Police Forces of the Rajputana States. They are completely and effectually isolated in their respective jurisdictions and the rigid rules and regulations to which this deplorable feature is due, have bred a *feeling of positive dislike between the* personnel of the different Forces. Their utility as custodians of the public peace *is consequently* largely impaired and criminals, who are sufficiently acute to conduct their operations so as to implicate two States in the investigations, have every reason for confidence in their safety

Change of policy required

131. The jealous guarding of the borders of the States and unqualified resentment of anything savouring of encroachment by outside powers are the heritage of the past, but in these days of assured peace there appears to be no reason why a more liberal policy of [illegible] between the Police of the States should no[illegible] [illegible] based on an[illegible] [illegible]rom what they are to-day. Times have c[illegible] in policy, for the common good of the States, has become a matter of urgency. I feel confident that the Durbars of the States, who fully recognize the evils of the present arrangement, would welcome such a change, but, as the present rules were *promulgated* by Government, it would seem that the first move now lies with Government.

There can be no misapprehension as to the direction in which action is required to remedy the present unsatisfactory state of things. The objectionable element of "responsibility" between the States should cease altogether to be a feature in international relations; all rules tending to isolate the Police of the States and obstruct mutual co-operation should be abolished; regulations more liberal and elastic should be substituted, providing for (1) direct communication between the Police of the States in Police matters, and the exchange of information regarding crime and criminals, (2) mutual assistance in pursuing criminals and in border investigations generally, (3) united action periodically along the borders with a view to preventive measures, (4) the exchange of lists of border bad characters and suspects, (5) periodical meetings of State Superintendents of Police and of Station-house Officers on or near the borders, etc., etc.; Police Officers and others on both sides of the borders should be suitably rewarded for good work in border matters, and a feeling of sympathy and good will fostered and encouraged by every possible means. Experience has amply shown that in this way, and in this way only, can even a fair modicum of success be attained in Police working where two or more separate administrations are concerned. That friendly relations are possible between the Police of Native States is well proved in the Phulkian group, and I am positively certain that Rajputana can make no progress in this respect until the present rules, which breathe isolation and obstruction in every word, are withdrawn in favour of a more kindly procedure. Even then it will require time to overcome the present feeling of hostility existing between the Police and people of the different administrations in border criminal matters, for it is the outcome of years of disputes and wrangling.

Results attained.

182. During the reorganization I brought to notice the necessity for better co-operation between the States of Rajputana and the British district Gurgaon. So far as the international relations between the States were concerned, I was only able to draw attention to the matter and it is now, I understand, pending before the Hon'ble the Agent to the Governor-General in Rajputana.

Regarding the relations between Alwar and Gurgaon more tangible results were achieved. At the conference at Rajgarh on 20th January 1904, His Higness the Maharaja accepted and sanctioned, so far as Alwar was concerned, the introduction of the rules which I quote below. The rules are similar to those which have worked satisfactorily for the past ten years between the Phulkian States and the adjoining British districts.

The tentative introduction of the rules for one year received the sanction of the Government of India on 20th September 1904, and they have now been brought into force.

Rules for systematizing Co-operation between the British Police and the Police of the Alwar State.

1. The Thanadars of the Alwar State and of British Police Stations, bordering on the State, shall pay periodical visits to one another, and exchange information regarding crime and criminals, and afford every assistance to parties pursuing offenders over the border.

2. The Alwar State shall depute the Superintendent of the State Police to meet the District Superintendent of Police of the adjoining British district, Gurgaon, *on the border*, twice a year, to discuss arrangements for the prevention and detection of crime, and to bring to notice any instances of neglect on the part of their subordinate Police, to give prompt and efficient assistance to the party requiring it; and should any serious fault be found with any Thanadar or other officer, or official on either side of the border, the officer, making the complaint, shall address the authorities of the district or State, in which the offender is employed, officially through the Deputy Commissioner, or Political Agent, as the case may be.

3. With a view to keeping a check on their subordinates, the District Superintendent of Police of British districts and the Superintendent of the State Police shall send intimation to one another *direct* of all cases in which the subordinates of either party had occasion to call for assistance from the other.

4. Arrangements shall be made for watching roads and passes with a view to intercepting cattle-thieves and other criminals.

5. *Lists of persons, residing in the Alwar State,* who are suspected of committing offences in British territory, shall be prepared by the British Police, and similar lists of British subjects, suspected of depredating in Alwar, shall be prepared by the State Police.

6. In addition to the lists mentioned in 5 above, lists of the names of persons on both sides of the border, who are in the habit of demanding "Mehr Khai" or "Bhunga" for the restoration of stolen property, shall be prepared.

7. A special Magistrate and a special Police Officer shall be deputed from the British district and from the State, to make inquiries regarding *the persons mentioned in the* lists alluded to in 5 and 6 above, with a view to taking security from such persons.

8. The lists above referred to shall be revised at least once a year, and every cold weather the measures ordered in No 7 shall be repeated.

9. Every six months lists of British subjects convicted in Alwar shall be published in the *Police Gazette;* these lists, with finger impressions of the persons convicted, will be furnished by the Alwar State; the District Superintendent of Police of British districts shall similarly furnish the Alwar State direct with lists and finger impressions of the subjects of the State who have been convicted in British India.

10. Copies of the *Police Gazette* for every police station and the Superintendent's Office in the Alwar State will be supplied by the Central Police Office direct to the Superintendent of Police, Alwar.

11. Notices of proclaimed offenders and other matters affecting the prevention and detection of crime, which the Alwar State desires to circulate, shall be sent direct to the Office of the Inspector-General of Police, Punjab, for publication in the *Police Gazette.*

12. The Deputy Inspector-General of Police and the Council of the Alwar State shall [illegible] een them, to ascertain any difficulties [illegible] co-operation above suggested, and to [illegible] arise between the British Police and

13. [illegible] of British districts and the Superintendent [illegible] purely [illegible] through the Deputy Commissioners, or Political Agent, as the case may be.

14. In all cases, occurring near the border, in which subjects of British India and subjects of the Alwar State are concerned, the Officers in charge of the police stations concerned shall meet on the scene of the offence and render one another assistance.

The Criminal Tribes.

The apathy of the Durbar in dealing with the criminal tribes

183. *The criminal tribes of Rajputana appear from the files in Alwar* to have first attracted the attention of Government about 1893, when it was recognized that measures for their control were generally necessary throughout the province. The Moghias, or Baorias, appear to have first attracted attention, and "Rules for their Special Control in times of Scarcity" were formulated. These rules, so far as Alwar was concerned, were approved by the Durbar, but they were never acted upon and became a dead letter.

[illegible] of the Thaggi and Dacoity [illegible] for the control of [illegible] a small Agency [illegible] *secure the proper* introduction and observance of the [illegible] wever, objected to this course, ostensibly on the ground that the presence of Thaggi and Dacoity Officers at Alwar would only produce friction with the local Police. A committee of local officials was convened at the same time to consider the new rules, and [illegible] placed their views on record in unmistakable language. They [illegible] for the purpose, and finally that the control of the criminal tribes [illegible] ar State had always been satisfactory. In other words the new rules were considered to be altogether unnecessary and since 1894 the policy of the State, with reference to the ineffectual attempts of Government to establish some kind of control over the Rajputana criminal tribes, has been uniformly dominated by the conservative spirit evinced

by the committee. At times reluctant acquiescence has been grudgingly conceded in certain matters connected with the system Government has striven to introduce, but anything approaching spontaneous co-operation, bred of an honest desire to further the project, has been all along conspicuously absent.

In July 1895, a schedule, drawn up by the Government of India, tabulating the defects, observed by the Officers of the Thaggi and Dacoity Department in the working of the system for the settlement of the Moghias in Rajputana, was forwarded to the Durbar, but no action was taken on it beyond forwarding it, for future guidance, to the Magistrate and Superintendent of Police, and it was filed as so much waste paper.

In August the same year, copies of the bilingual Manual for the Control and Reclamation of Criminal Tribes in Rajputana were received in the State, but no orders issued, nor was any action taken with a view to giving effect to the rules for over a year. Ultimately, after innumerable letters and reminders from the Political Agent, the Superintendent of Police was appointed Motamid, on 27th November 1896, under rule 3, for the purposes of the Manual; but the fact that the rules contemplate the Motamid being an official specially appointed with the triple authority of a Police Officer, a Magistrate and a Revenue Officer was entirely overlooked. The Superintendent of Police was informed that he had been appointed Motamid and was instructed to "study the Manual carefully and arrange for the submission of the periodical returns."

In January 1897, the Agent to the Governor-General in Rajputana drew the attention of the Durbar to the fact that the second rule in the Manual required the tribes and castes, to be brought under control, to be specifically proclaimed as criminal tribes, and directed that this should be done. In reply, however, the Durbar represented that as the Minas were already effectively controlled in accordance with local rules, there appeared to be no necessity to further subject them to the operation of the Manual.

In April 1897, the Agent to the Governor-General intimated that, "in the circumstances represented, the Minas, who are already under special restrictions, need not be brought for the present under the Criminal Tribes Rules," but at the same time he considered that it was necessary to notify the application of the rules to all Sansis, Kanjars, Multanis and Baorias, who were resident in the State, or who might thereafter take refuge in the State. Nothing, however, was done in this direction until 14th July 1897 when, on the Agent to the Governor-General calling for a copy of the Council's notification proclaiming the tribes, an order was hurriedly issued declaring Sansis, Kanjars, Multanis and Baorias to be criminal tribes in the State.

At the end of August the same year, a clerk in the office of the Council was, at the instance of the Political Agent, appointed special Police Officer for three months to enumerate and register the members of the four proclaimed tribes, and in February 1898 it was reported that, of the four tribes, there were only Baorias numbering 339, residing within the limits of the State. These Baorias were duly registered in the manner previously adopted in the case of the chokidar Minas, and they have since been treated, not in compliance with the Manual prescribed by Government, but in accordance with the old local rules.

The local rules.

134. The local rules, consisting of 33 in number, were drawn up in 1873 by Captain T. Cadell, V. C., who was then Political Agent in the State. Roughly, they provide for the preparation of registers of the chokidar Minas, the introduction of roll-calls, the imposing on lambardars and patwaris the responsibility of reporting absentees, the disarming of all Minas, other than chokidars, and various other matters. The disarming, however, was never effected.

In 1876 fresh rules for the surveillance of the Minas were formulated locally on the basis of the Criminal Tribes Act. On the Foujdar, who then combined the office of Magistrate and Superintendent of Police, was conferred the responsibility for introducing and enforcing the new code, but I cannot ascertain that any action was ever taken by him in the matter whatever. These were the rules referred to by the Durbar in addressing the Agent to the Governor-General in 1897.

135. In the early part of 1903, Mr. Seagrim, District Superintendent of Police, Central Provinces, brought to notice instances of extensive depredations committed by the Minas of Alwar in distant parts of the country, and on 8th May 1903, at the instance of Colonel Fagan, Political Agent, the Council passed a resolution declaring all Minas, other than cultivating Minas, to be a criminal tribe, the names of cultivating Minas found to be of bad character were also directed to be placed on the register after sanction obtained in each case from the Council.

The Minas proclaimed.

The practical effect of the resolution has so far been *nil.* The proclaiming of the chokidar section of the Minas to be a criminal tribe was tantamount to directing their subjection to the operation of the Government Manual, but the interest of the administration ceased with the notification

136. The above *résume* briefly outlines the proceedings of the Alwar Durbar in connection with the criminal tribes of the State. So far, with the exception of the submission of periodical returns, the rules laid down in the Manual for the Control and Reclamation of the Criminal Tribes have been ignored. They [illegible] conservative organism of the State, and [illegible] moment that the ultimate object of ap[illegible] official to enforce the joint police, magisterial and the revenue functions, contemplated by the system, was stultified by perfunctorily conferring the additional title of Motamid on the Superintendent of Police. That Official's leisure has always been amply occupied in attending to the routine of his own department and, even had he been adequately [illegible] ould [illegible] is a [illegible] his [illegible] ance [illegible] ich were ultimately found to be useless and were stopped. Since the reorganization of the Police, the system of closer supervision, maintained from head-quarters on the working of the department, demands the increased attention of the Superintendent, and he is now consequently even less able than formerly to satisfactorily perform the complex duties of Motamid of the Criminal Tribes.

Reasons of failure of the rules.

137. The rules locally in force in Alwar have been characterized by the [illegible] unsatisfac- [illegible] worked, most eminently unsatisfac[illegible] are to be introduced into the State in their entirety in future, a properly constituted and fully empowered Motamid will be required.

Special Motamid required.

13[illegible] The tribes now proclaimed to be criminal tribes in the Alwar State are Baorias, Sansis, Kanjars, Multanis and the chokidar section of the Minas, the latter of which largely preponderate in numbers.

The tribes proclaimed.

139. The Census Reports show, what is apparently a fact, that there are not, and never have been, any Multanis within the territories of [illegible] they were ordered to be notified on the assumption of there possibly being members of the class in the State. However this may be, there can be little doubt that this class do not reside in, or frequent, Alwar territory, and they may, therefore, be safely expunged from the list.

No Multanis in Alwar

140. Of the remaining four proclaimed tribes of the State, the Minas and Baorias may be classed together as residential tribes, as opposed to the Sansis and Kanjars, who are essentially wanderers on the face of the earth, with no ostensible means of livelihood and no

Residential and wandering tribes.

fixed habitation. To the first two the rules contained in the Manual are entirely applicable, for their fixed habitations afford a basis for working, but the settlement of the two latter tribes, the Sansi and Kanjar wanderers, presents a problem bristling with difficulties, the solution of which has long and unsuccessfully been sought in other parts of India.

Distribution of the Minas.

141. The last census report shows that there are a total of 49,245 Minas in the Alwar State and of these 25,686 are males.

Of the total of 25,686 males, 3,221, or 12 per cent., are registered at the police stations, and the large majority of them, namely 2,358, belong to the chokidar section of the tribe. Roughly speaking, the Minas inhabit a broad band of country extending along the western and southern border (the Jaipur border) of Alwar and comprising the Behror, Bansur, Thana Ghazi, Rajgarh, Lachmangarh and Katumbar Tehsils. With the exception of the Tapukra jurisdiction in the extreme north-west corner of the State, none of the police station areas are altogether free from them, but the north-eastern portion of the State, comprising the Tijara, Kishengarh, Ramgarh and Gobindgarh Tehsils, enjoys comparative immunity from their continued presence, if not from their occasional predatory incursions.

The history of the Minas.

142. The precise origin of the Minas is doubtful. By some writers they are thought to be the aboriginal inhabitants of the country, and there can be no doubt that at one time they held sway over a large portion of the present Jaipur State, in which neighbourhood, even at the present day, they are found in the greatest numbers.

The Minas themselves claim Rajput descent, but the Rajputs indignantly deny the relation. Mr. Ibbetson remarks that the claim of the Minas to Rajput descent is probably well founded, though they are said to spring from an illegitimate son of a Rajput, and to this circumstance is attributed their name of Mina, the term "Mina or Mehna dena" (literally, to taunt) beng a slang expression of reproach, used by one woman when accusing another of illicit intercourse.

Tribal distinctions.

143. The tribe is said by Colonel Todd to be divided into 32 distinct clans, only one of which, however, the Osara, has preserved a pure genealogy, but in later days the tribe, as a whole, has become broadly divided into two main classes, the zamindar or agricultural class and the chokidar or watchman class. The latter class, though by far the smaller in point of numbers and infinitely the worst behaved, affect a superiority over their more peaceful agricultural kinsmen, considering themselves, with no apparent show of reason, to be soldiers by profession. In some parts the chokidar section seek to widen the distinction between themselves and the agriculturists by maintaining a right to take daughters in marriage from the agriculturists, and at the same time refusing to reciprocate by giving their own daughters in marriage in return.

Maharaja Banni Singh, who ruled in Alwar from 1815 to 1857, fearing lest the association of the thievish chokidars should contaminate and corrupt their more peaceful agricultural brethren, forbade intermarriage between the two entirely and sought to prevent their even smoking and meeting together, but the measure was not successful, though it had the effect of emphasising the distinction between the two classes.

The Minas one tribe.

144. The division of the tribe into these two classes is, however, of recent date, and is really an artificial distinction which, starting in the first instance with divergence in the matter of profession, has gradually come to be recognized as a salient feature of the tribe. The chokidar profession among the Minas is by no means of ancient origin and dates back only about a hundred years, when an effort was made to reclaim the disreputable portion of the community by settling them on the soil and at the same time constituting them watchmen in the villages. It was then that they came to be known as chokidars, and it has since been very largely owing to the temptations of the "razinama system," attaching to their functions as village wacthmen, that their thieving propensities have been vastly encouraged and the attempt to

reclaim them, by presenting them with land on easy terms, has entirely failed. I have already, in the earlier part of the report, briefly outlined the working of the "razinama" system, and if the great temptations to crime attaching to it are not responsible for organized predatory excursions to far distant parts of the country, that system is most emphatically answerable for habitually leading members of the chokidar fraternity into crime nearer home and for fostering in that way the criminal traditions and propensities of the tribe.

I have heard it denied in Alwar that the Minas *of the State do depredate* in distant parts of the country, but, although the numbers who indulge in these extensive excursions comprise probably but a fraction of the whole tribe, there can be no doubt that the more adventurous spirits of the community do systematically [illegible]

[illegible]

1·5 per cent. of the registered chokidar fraternity and to about ·19 per cent. of the whole tribe. Probably the majority of these 50 men are away in other parts of India, and there is no means of knowing how many more of the zamindar Minas are absent and similarly engaged, for no register of that section of the tribe is maintained.

Captain Cadell's opinion.

145. As far back as 1872, Captain Cadell recorded his opinion that there *was but little difference between the Zamindar Minas* and the Chokidar Minas, and that many of the former were agriculturists only in name and in reality were thieves. That statement still holds good. There are no doubt a number of Zamindar Minas who have settled down and are living an honest life of agriculture, and it would be a grave mistake to interfere with them in any way, but, on the other hand, there are a number of so-called agriculturist Minas, who habitually engage in crime, and who are yet excluded from control merely because they do not follow the chokidar calling. There being no register of these men, it is impossible to know how many of them are away from home, or to check their movements.

Minas of Shahjahanpur.

146. The case of the Minas of Shahjahanpur may be cited in support of the argument that crime is not confined to the chokidar section of the tribe. This small island of British territory, [illegible] tory, [illegible] *the* [illegible] mas, who are known neither as [illegible] The system of employing Minas as chokidars has never been allowed a footing in British territory, and the distinction between zamindars and chokidars, which has become almost a tribal feature in the *Native States, is not to be found anywhere* in Gurgaon although the Minas inhabiting that district belong to the same Goths *as those of* Alwar and the other Rajputana States. The Minas of Shahjahanpur are ostensibly supposed to live by cultivation, but it is very well known that their well-built houses of stone, some of them with carved doorways, and their comfortable circumstances, generally are the fruit of well-planned and successfully conducted depredations all over India; indeed the village of Shahjahanpur not only furnishes the leaders of most of the gangs departing to distant parts, but the inhabitants of that stronghold of crime are generally regarded by their brethren in Alwar as skilled exponents in all matters appertaining to the art of thieving. At the present time the list of absentees from Shahjahanpur contains, I believe, 53 names, but some of these men have not been heard of for many years and are thought to be dead. So far as I have been able to ascertain, 16 of the 53 are known to be down somewhere in Southern India.

No racial difference between zamindars and chokidars.

147. It is, I think, clear that there is no sufficient warrant for the hard distinction which has hitherto been allowed to grow up between the Zamindar Minas and Chokidar Minas. The former are not all innocent any more than the latter are all guilty. They constitute in reality one tribe, the one section being only a little less criminal than the other, and I attribute this slight

distinction to the fact that the Zamindar Minas have not in the past been subjected to the great temptations which have beset the chokidar section of the tribe.

148. Much has been done during the past year towards diminishing these temptations. The "razinama" system has been abolished in the Ghatas and towns of the State, and although the attempt to similarly root it out of the villages was not successful, yet the system no longer holds its place as the high arbitrator in criminal matters. It has at least had to change places with the system of exhaustive local Police investigations, directed towards the detection and punishment of offenders. The investigations now come first, instead of being relegated to the back ground, and the matter of compensation comes afterwards, and even in this secondary position it has been as much discouraged during the past year as possible. This alteration in the order of things has taken the control of the working of cases completely out of the hands of the chokidars, who are now no longer able to draw a veil of mystery over their proceedings.

Steps towards settlement of the tribe.

Again the imposing on chokidars the extra responsibility of pointing out the thief, or thieves, in all cases in which stolen property is recovered by them, on pain of prosecution under Section 215 of the Indian Penal Code, has effectually put the closure on those members of the fraternity, who dabbled in crime, committing offences themselves and instigating the commission of offences by others, with the object of profiting from "Mehr Khali" extorted for returning property stolen.

Finally, inquiries into the character and antecedents of, and the preparation of lists of, bad characters and known receivers of stolen property has not only to a great extent laid bare the ramifications of criminal organizations, but have in numerous instances formed the basis for action against the worst characters under the security sections.

149. These measures have had the effect of considerably altering the position of the chokidars in their relations to village communities and they are no longer, I think, the terror in the land that they were. The explanation of the increasing number of resignations on the part of chokidars would appear to be that the profession is becoming unprofitable, and again the increasing number of applications from Lambardars and villagers, requesting the removal of chokidars and their expulsion from the villages to a distance, would seem to indicate a growing sense of trust in the new *régime* and an increasing disregard of the Minas' capacity for revenge.

Effect of the measures on Minas.

Another satisfactory feature in the attitude of the Minas at the present time is their expressed desire in many parts of the State for land. Not long ago the Minas of the Bansur jurisdiction, which contains nearly 2,000 of the tribe, of whom 694 are chokidars, met together and after agreeing to eschew their former evil ways, sent in a widely signed application for land to enable them to settle down.

The Minas of the Mandawar jurisdiction, altogether 570 in number, of whom 328 are chokidars, have similarly expressed to the Deputy Inspector their willingness to cultivate if given the opportunity, and I understand that the members of the tribe in other parts of the State would be equally glad to settle down if again they are afforded the chance.

150. The time, I think, has never been so ripe in the Alwar State for dealing with the tribe as at the present moment, and I feel confident that much might now be done in the direction of reclaiming them. During the latter portion of my time in Alwar, I was anxious to undertake the settlement and registration of the Criminal Tribes, and of the Minas in particular, in conjunction with one of the Revenue Officials of the State, not because the work formed any portion of the reorganization of the Police, but because I found, in the more amenable attitude of the Minas, an opportunity which should not be lost and because I saw in my hold on the new Police Force the means of carrying the measure through.

Time ripe for settlement of the tribes.

I approached the Durbar on the subject as far back as March 1904, after an extended tour round the State, and then in June, after consulting with the Senior Member of Council and the Chief Revenue Officer, I again wrote requesting that certain broad lines of procedure, which I proposed in connection with the matter, might be considered and suggesting a conference of officials to discuss the whole question, but unfortunately I was unable to proceed further in the matter,

My proposals were broadly to the following effect—

(1). To associate Sirdar Amar Singh, Deputy Collector, with the Police in the settlement and registration of the Criminal Tribes.

(2). To transfer the principal offenders from the villages, where they have obtained an undesirable hold on the Lambardars and people, and to settle them on land at a distance, and to, as far as possible, move known offenders from the borders of the State to specified areas in the interior, so as to bring them more immediately under control.

(3). To resume the State "mafi" land at present in possession of the chokidars (this course was recommended by Mr. O'Dwyer) and to redistribute it, on easy terms at first, to the Minas as occupancy tenants, and to further open up other lands now lying waste.

(4). To furnish "takavi" advances to those requiring them.

(5). To abandon the present unwarranted distinction between Zamindar and Chokidar Minas, and, treating the tribe as a whole, to differentiate between the "Criminals" and the "non-Criminals." To subject the former to the restrictions of the rules and to allow the latter an honourable freedom so long as they individually behaved themselves.

(6). To register the whole of the tribe as the Settlement proceeded.

(7). To issue a proclamation calling on all members of the Criminal Tribes to surrender their arms at the police stations within a month on pain of heavy penalties.

(8). To give effect to Rule 16 of the Manual at every possible opportunity.

It was with extreme regret that, from want of support, I was compelled to abandon the project, which notwithstanding the labour it would have entailed, I feel confident I could have brought to a satisfactory conclusion.

The Baorias

151. The last Census Report shows that there are a total of 1,172 Baorias, or Baoris, in the State, of whom 606 are males.

Altogether 380 are registered at the police stations and are subjected to the same restrictions, under local rules, as the Minas. Six Baorias are, at the present time, absent from their homes without leave.

Their history.

152. The Baorias, like the Minas, claim Rajput descent, the story of their origin being wrapped up in a romance of a Rajput princess who, rather than espouse a Muhammadan Emperor of Delhi, threw herself into a well and was drowned. The Baorias are said to be the descendants of the princess' Rajput escort, who, after her death, remained at the fatal well, took to plunder and became known as the "Baori-wallahs," from "Baori" meaning a well.

The Goths of the Baorias of Alwar.

153. The Baorias of the Alwar State belong to the Panwar (120), Solanki (163), Chohan (56), Rathors (43), Latoria (28), Biloma (20), Nagori (19), Charan (11), Badgujar (10), Kotea (5), Mewati (4), Bagri (4), Reghani (4), Shadra (2) and Dhondal (1) goths or clans of the tribe. In point of criminality there is not much distinction between them, but they do not, so far as I am aware, go far afield, and they certainly do not possess the capacity for secret organization displayed by the Minas, nor exhibit the same degree of intelligence and cunning.

At present subject to local rules

154. The Baorias were declared a Criminal Tribe in Alwar in 1897, and were indifferently registered and placed under the local rules. The fact that only 380 out of 606 males in the State are registered seems to call for some explanation; it can scarcely be that there are 226 male children under age.

As a tribe the Baorias in Alwar are more amenable to discipline than the Minas, and with proper measures there should be no difficulty in effectively controlling them under the system laid down in the Manual.

Sansis and Kanjars

155. The control and settlement of the Minas and Baorias in Alwar presents no insurmountable difficulties, but the control and reclamation of the vagrant Sansis and Kanjars, who profess beggary and the prostitution of their women as their means of livelihood and make no pretence of a fixed habitation, constitutes a problem which has hitherto completely baffled administrative and executive officers all over India.

The precise origin of these classes has, I believe, never been definitely determined, although most writers agree that they are from the same stock as the European gypsies and that they came originally from Central Asia.

Their principal places of rendezvous in the present day are in the neighbourhood of Aligarh, Meerut and Saharanpur, but the innumerable "deras" or camps, comprising from 20 to as many as 150 or 200 individuals of both sexes and all ages, and each under the leadership of its own headman, are constantly on the move, the length of their stay in any one place depending on the degree of forbearance displayed by villagers in submitting to their thefts and petty pilfering. The *modus operandi* of the different "deras" varies considerably. Whereas the people of some "deras" are content to support existence by pilfering from growing crops and of grain from threshing floors, varied by the occasional manufacture and passing of counterfeit coin, those of other encampments systematically pursue a career of cattle-lifting and highway robbery, not infrequently attended with violence. The more active the "deras" in this respect, the more rapid are their movements and the greater are the distances they traverse. Being aware of their unsavoury reputation and the hand of the people being against them as theirs is against everybody, it is extremely seldom that they will admit their identity, but give out that they belong to other castes. They are easily "moved on," and at the first indication of the attention of the Police being turned in their direction, they usually take to flight, and this characteristic is frequently improperly taken advantage of to get rid of them.

Statistics.

156. There are said to be over seven thousand Sansis and Kanjars wandering in Rajputana, and the last Census Report shows that, at the time when the census was taken, there were 25 Sansis, of whom 10 were males, and 188 Kanjars, of whom 106 were males, then in the Alwar State.

These are the only figures available in respect to these tribes in the States, but I attach the following brief statement showing the "deras" of Habura Sansis and Kanjars which were ascertained during the investigation of the Karnal Kanjar cases in 1895, to frequent the Rajputana States, for what it may be worth, and I may mention that there is every reason to believe the information to be reliable.

Serial No.	Name of leader of the Gang.	Number of the members of the Gang.	Name of Goth or Clan.	Places frequented by the Gang.
1	1. Hardan ... 2. Badnu.	40	Mahaish ...	Jaipur, Jodhpur, Karoli States and Ajmir in Rajputana. Rewari and Gurgaon in the Punjab.
2	1. Shamsher ... 2. Roshania.	40	Do. ...	Is one gang, but occasionally divides into two deras, when Shamsher dera wander in Alwar Jaipur and Jodhpur while Rosbania's party visit Jaipur and Bikanir.
3	Mir Khan ...	32	Do. ...	Bikanir State and Hissar in the Punjab.
4	Bir Bal ...	40	Do. ...	Kheri and Neolgarh in Bharatpur State, Bikanir, and Hissar in the Punjab.
5	Cheni Lal ...	80	Kal Khur ...	Bikanir State.
6	1. Jaimal ... 2. Fatta.	80	Do. ...	Rajputana.
7	1. Afimi ... 2. Posti.	125	Gadu Chandu-wara.	Rajputana and Gurgaon and Rohtak Districts in the Punjab.
8	Bayya	20	Kal Khur ...	Alwar, Bharatpur and Gurgaon.
9	1. Alia ... 2. Surjia.	20	Do. ...	Rajputana.
10	1. Gurji ... 2. Suba.	30	Do. ...	Rajputana and Gurgaon.
11	Susa	60	Do. ...	Bharatpur and Alwar.
12	Phula	22	Do. ...	Jaipur and Jodhpur.
13	1. Khemla ... 2. Suljni.	70	Do. ...	Rajputana and Gurgaon.
14	Karbali, son of Bhupla.	15	Mahaish ...	Ditto.
15	1. Balla ... 2. Johri.	80	Do. ...	Alwar State.
	Total ...	754		

The complete list contains altogether 59 "deras" comprising a total of 3,279 individuals, but in the above list I have omitted those encampments which are not known to frequent Rajputana.

Control.

157. There are no Sansis and no Kanjars registered in the Alwar State, and, so far as I have been able to ascertain, there are no individuals of either class with a fixed habitation in the State. Until the people of these wandering classes acquire, either voluntarily or by inducement, a fixed residence, any attempt to settle or register them is useless, for they disappear from the neighbourhood at the first possible opportunity.

Efforts are made in the Punjab to have the gangs followed and watched as they move from one police station jurisdiction to another, but success cannot be claimed for the system. It was recently ordered that they should all be registered, but that measure must almost certainly prove abortive, except in the case of the isolated individuals who have acquired a fixed residence.

The whole problem of controlling and reclaiming the vagrant classes of India, who own no immovable property, whose "homes are on their backs" and who are not amenable to any kind of law or discipline, is probably one of the most difficult which has ever presented itself in the annals of criminal administration. T ... s would appear to be the removal c ... of their parents and training t ... probably be objections to such a course in this 20th century.

CONCLUSION.

Continued supervision and assistance required.

158. I think I may venture to claim that the actual reorganization of the Police of the Alwar State has been completed, and that the system of working in all branches of the department has been reformed and brought into line with the acknowledged methods of the day.

A year, however, is a short period within which to virtually create a new department, to settle systematically the working of its many parts so as to insure smooth and consistent working, to eradicate old and deeply rooted abuses and to inculcate methods of energy, perseverance and honesty, and while content with the progress and improvement which have become apparent during the past year, in the behaviour, working and general aspect of the Force, I feel that in severing my connection with the Alwar State at the present time I leave much work undone and, at the same time, leave the accomplishment of the ultimate object of the past year's work in the hands of others. Whether the great promise of the Alwar Police is fulfilled depends not on what has been done in the past, but on the degree of care and solicitude with which the system, now well started, is fostered and encouraged in the future.

The reorganization was generally unpopular at the outset merely because it constituted a change from the old order of things, but there can be no doubt that the steadily growing influence of the new Force has been marked with a very decided decrease in crime and an equally welcome change in the opinion of the people of the State. There is no reason why this improvement should not continue but, on my approaching departure from the State, I would particularly impress on the Durbar that the new machine cannot be expected to continue to ... supervision. It ... hether the great ... old abuses are ... At the present ... sincerely trust ... promise may be completely realized.

Matters still requiring attention.

159. Before concluding the report I will briefly enumerate certain measures which, although touched upon during the reorganization, werenot satisfactorily, or only partially, concluded, and which still call for attention.

(1) The abolition of the remains of the razinama system in the villages, *vide* paragraphs 102 to 114.

(2) Better system of co-operation on the borders of the Rájputana States, *vide* paragraphs 124 to 131.

(3) The careful observance of the Rules for co-operation with Gurgaon District, *vide* paragraph 132.

(4) The settlement and re-registration of the Criminal Tribes, *vide* paragraphs 133 to 154.

(5) The steady enforcement of the Rules for village responsibility, *vide* paragraphs 116 to 118.

(6) The necessity for a Criminal Procedure Code of some kind, *vide* paragraph 121.

(7) The necessity for an Arms Act, *vide* paragraph 123.

(8) The early issue of summer uniform, *vide* paragraph 95.

(9) The necessity for a new Police Officer in Alwar, *vide* paragraph 98.

(10) The necessity for three new police station buildings and 14 outposts, *vide* paragraph 97.

Obligations.

160. It is now my pleasant duty to acknowledge the courtesy and assistance which I have received from His Highness the Maharaja of Alwar during the time I have served in the State, and to thank him for the interest he has shown in the reorganization of the Police.

My hearty thanks are also due to Lieutenant-Colonel C. G. F. Fagan and Major P. T. Spence for much assistance and valuable advice, and to the three Members of Council for their cordial co-operation.

Superintendent of Police.

161. Khan Sahib Muhammad Behram Khan, until recently one of the very best of our Punjab Inspectors and now Superintendent of the Alwar Police, has once again proved his value during the reorganization, and the Alwar State is extremely fortunate to have secured an official of such ripe experience and unswerving integrity. My thanks are due to him for his great help.

Officers of the Punjab Police.

162. The Officers of the Punjab Police, who were associated with me in the work of reorganization, have worked hard and willingly throughout and have ably upheld the traditions of the Force to which they belong. The work of introducing the new system, training and instructing all ranks in their duties and the strain of unremitting and minute supervision in all branches of the department was one calling for tact, patience and endurance to an extraordinary degree, and I cannot speak too highly of the manner in which these officers, my assistants, addressed themselves unflinchingly to the task. The work of reorganizing the Alwar Police and reforming the methods of working has been a great and valuable experience, necessitating the close study of all branches of Police working, and specially selected as these officers were, they cannot fail to have vastly benefited from their past year's services. I make the following recommendations in their behalf and trust that the Inspector-General of Police, Punjab, will see his way to entertaining them.

(1) *Deputy Inspector Habib Ali*, 1st Grade, of the Jhelum District, I very strongly recommend for promotion out of turn to the rank of Inspector. He returns to duty in the Punjab with me.

(2) *Deputy Inspector Ali Muhammad*, 2nd Grade, of the Hissar District, has previously been recommended for promotion to Inspector in his own district. He is a young and extremely able officer and I very strongly recommend him for promotion out of turn to the rank of Inspector. His services, however, have been lent to the State for three years and he will not be due to return until 12th November 1906.

(3) *Deputy Inspector Kartar Singh*, 3rd Grade, of the Ferozepore District, is recommended for promotion out of turn to the 1st Grade. His services have been lent to Alwar for three years and he will be due to return on 5th February 1907.

(4) *Sergeant Maula Baxa Khan*, 2nd Grade, of the Hissar District, is a thoroughly honest and experienced officer, who has hitherto been debarred from well-merited promotion by the Phillour rules. I consider him well fitted in every way for the rank of Deputy Inspector, and I recommend promotion for him accordingly. His services have been lent to Alwar for two years and he will be due to return on 11th January 1906.

(5) *Sergeant Abdul Aziz*, 2nd Grade, of the Hoshiarpur District, is a capable and promising officer and has passed the Phillour test. It is his turn for promotion, I understand, to Sergeant 1st Grade, but for his services during the past year I recommend that he should be allowed to jump the 1st grade, and be promoted to the rank of Deputy Inspector. His services are only lent to the State for one year and he is due back in the Punjab on 25th January 1905

With the exception of Deputy Inspector Habib Ali, the other four officers have not yet completed their services in Alwar, but I beg to request that their rewards for their services may not be delayed on that account.

ALWAR:
15th October 1904.

LIONEL L. TOMKINS,
District Superintendent of Police.

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CHAPTER I.

CONSTITUTION AND PROCEEDINGS OF THE COMMITTEE.

The Committee was appointed under Home Department Resolution No. 114 (Police), dated the 13th January 1921, which ran as follows :—

"The Governor General in Council has decided to appoint a Committee to examine the existing organization and working of the Railway Police administration in India, which appears to be defective in certain respects, and to make proposals for the improvement (where necessary) of this branch of Police administration.

2. The constitution of the Committee will be as follows :—

President.

MR. J. P. THOMPSON, C.S.I., Chief Secretary to the Government of the Punjab.

Members.

MR. H. DEL ROSS, Deputy Inspector-General of Police, Railways, United Provinces.

MR. F. W. HANSON, C.I.E., late General Traffic Manager of the Bombay, Baroda and Central India Railway, and once a temporary Member of the Railway Board.

Rao Bahadur RANGO GOVIND NAIK, M.B.E., Pleader, Belgaum (Bombay).

Rai Bahadur UPENDRA LAL RAY (Bengal).

MR. C. ATKINS, Daulatpore Factory, Tirhoot, Bengal and North-Western Railway.

MR. H. C. HUNT, Indian Police, Secretary.

The Committee will have power to co-opt additional members in any province if thought advisable.

The Committee, which will submit its report to the Government of India, will assemble at Delhi at an early date and then visit the various provinces of India.

3. The terms of reference to the Committee are as follows :—

(1) To consider whether the arrangements now made for the protection of travellers and property on railways in India are effective,

(2) If the arrangements in question are ineffective, to report how far the shortcomings are due to—

(a) defective organization,

(b) defects in the personnel,

(c) defective methods of investigation,

(d) defective arrangements made—

(i) for the protection of passengers,

(ii) for the protection of goods in transit or for the protection of property at goods and transhipment sheds and station yards.

(3) To make such recommendations as may seem calculated to mitigate or remove any defects that the Committee may discover, or as may seem otherwise germane to the objects of the enquiry.

Questions of pay will not form part of the enquiry.

2. It will be observed that the first paragraph of the Resolution refers only to Railway Police administration, while the terms of reference include the consideration of the arrangements made for the protection of goods in transit and in goods sheds and station-yards. These arrangements are at present made entirely by the railways, and the Committee have assumed that it was the intention that they should examine all the arrangements made, whether by the railways or by the police, for the protection of passengers and goods.

3. The Resolution appointing the Committee gave them power to co-opt additional members in any province if thought advisable. The only provinces in which members were co-opted were Madras and Assam, where the local Governments nominated, respectively, Mr. Williams and Mr. Giles, Superintendents of Railway Police. The feeling of the Committee was against co-opting local members, but they complied with the wishes of local Governments wherever the latter expressed a desire to nominate an additional member.

4. Mr. Ross joined on the 16th of December 1920, and did a certain amount of preliminary work before the arrival of the President on the 7th of January 1921. Messrs. Hanson and Atkins joined on the 15th January, Rao Bahadur Rango Govind Naik on the 18th, and Rai Bahadur Upendra Lal Ray on the 19th. Before the Committee left Delhi, lists of questions were framed and issued, and local Governments and Railway administrations were addressed with a view to the selection of official witnesses, and the issue of invitations to commercial associations. Notice of the movements of the Committee was given in the Press, and persons interested were invited to favour the Committee with their views.

5. The itinerary of the Committee, including a list of the witnesses examined, is given in Appendix A. In the course of their tour, the Committee held 43 sittings for the examination of witnesses. They examined 69 police witnesses, 77 railway witnesses, and 85 non-official witnesses including representatives of twelve Chambers of Commerce and twenty-one other Associations. The non-official witnesses represented several thousand firms and businesses interested in every kind of commodity transported by railways in India and ranging from the Tata Iron and Steel Company and Messrs. Ralli Brothers down to small retail traders in the bazar. The Committee also inspected 36 parcels and goods offices, goods sheds and transhipment stations, 17 Railway Police stations and 6 Railway Police offices.

6. Local Governments for the most part have preferred to await the publication of the report before expressing their views on the various points considered by the Committee. The Governments of Bihar and Orissa and Assam and the administration of the North-West Frontier Province have given us their views on certain questions, and the Punjab Government has expressed general approval of the opinions of the provincial Inspector-General.

7. The Committee regret that some of their Members have been unavoidably absent for considerable periods from their meetings and deliberations. Mr. Atkins was called away on the 2nd March owing to labour troubles in Bihar, and did not join again till the 9th of May. Rai Bahadur Upendra Lal Ray was absent from March 23rd to April 11th partly on private business and partly in order to attend meetings of the Bengal Legislative Council, while reasons of ill-health deprived the committee of the assistance of Rao Bahadur Rango Govind Naik, M.B.E., from 6th to 27th February, March 24th to April 3rd, and April 11th to May 12th.

CHAPTER II.

The Grievances of the Public in regard to the protection of goods.

8. It is the public who suffer most from theft on the railway, and it was a complaint from the Upper India Chamber of Commerce that ultimately led to the appointment of the Committee. It seems appropriate therefore that the grievances of the public and of the commercial community in particular should be given first place in a discussion of the arrangements made for the protection of goods on the railways.

9. The case as represented to us is that theft and pilferage* from goods in transit are on the increase; that they have attained a magnitude which reflects serious discredit on the police and railway administrations; that in regard to a large portion of the goods traffic the railways are so completely protected under the different forms of risk-note that they are careless of the interests of the public, and that conditions exist and are allowed to continue which make theft and pilferage both easy and safe. As to the nature of these conditions, we mention briefly those in regard to which we have heard complaints in practically every part of India.

Much of the thieving, it is alleged, is done by the railway staff. There is no effective supervision, and the misdeeds of those below are winked at by those who are supposed to control them.

Purely mechanical methods of protection, again, are ignored. A loaded wagon is secured by a piece of string. Goods yards are generally thoroughfares. They

*The term pilferage is used to mean abstraction of a portion of the contents of a package. Theft means the removal of one or more whole packages.

are for the most part badly lighted and imperfectly protected by fencing. The shed accommodation is as a rule inadequate, and the consignments lie about at the mercy of the evil-disposed. It almost seems as though the convenience of the thief was consulted in the construction of the wagons. Projections and attachments enable him to board them in motion. In some of the older wagons, manholes help him to gain access to the contents. The flap door when closed admits of the insertion of a knife by means of which bags are slit,* and the same method of extraction is used through the crevices of wooden floors, while the contents of open wagons are an easy prey.

Delays in transit, too, are now general. Each day that the goods are allowed to lie booked or unbooked in the yard before despatch, each day that they are detained at transhipment stations, each halt by the roadside and each shunt into a siding means so much more exposure to depredation.

And in face of all this, it is claimed that the railways and the police do nothing. Dishonesty on the part of railway subordinates is said to be encouraged by superficial enquiries and inadequate punishments: they are allowed to protect and screen themselves by insisting unreasonably on risk-notes and clear receipts, and to burke complaints by a refusal of open delivery where theft is suspected. As for the police, their work is marred by a desire to shirk responsibility, difficult investigations are not pressed home, and culprits are rarely brought to book.

10. Some of the witnesses we have heard have given us rough estimates of the extent of their losses. The representative of the Tata Iron and Steel Company said that of the consignments of fruit, fish and vegetables to the industrial colony at Jamshedpur, scarcely one per cent reached their destination intact. The Mysore Chamber of Commerce stated that one-half of every consignment of coal was pilfered by women who carry their spoil away openly in baskets. A firm of provision merchants in Bombay estimated that 10 per cent of their consignments suffered. At Chittagong a professor who is interested in a co-operative society informed us that if they could get their consignments through without loss, it would mean a saving to their members of 25 per cent. The representative of the Indian Tea Association, the members of which import large quantities of rice for the use of the garden coolies, stated that until recently 20 per cent of their consignments had been pilfered. In the United Provinces thefts of fruit were so notorious that the local Government itself moved in the matter, and in the instructions which [illegible] ly gazette of June [illegible] of fresh fruits can [illegible] "

CHAPTER III.

THE EVIDENCE OF OFFICIAL FIGURES IN REGARD TO LOSSES.

11. Some of the charges set forth in the last chapter it is unnecessary for us to discuss. The delays in transit are due to shortage of rolling stock, and the defects in wagons largely to the difficulty of replacing or improving old stock owing to the war. But it cannot be denied that several of the counts in the indictment are true. In this chapter, we shall show how far the official figures for claims, [illegible] nt and growth of [illegible] specific charges [illegible]

(i) inefficiency and dishonesty on the part of subordinates and lack of supervision,

(ii) neglect of mechanical means of protection, and

(iii) indirect encouragement of theft by the risk-note system, etc.

After discussing the case against the railways we shall proceed to consider the criticisms made against the police.

* Many wagons are now fitted with protective plates which make this impossible, but there are still a large number not so fitted.

12. There can be no question that losses by theft and pilferage have increased. So far as the increase is due to causes other than those into which it is our duty to enquire, it is generally attributed to the rise in the cost of living. No statistics are available to show the full extent of the evil, but in ten years the amount paid in compensation by seven of the principal railways has risen from 11·95 lakhs to 70·27 lakhs. In the same period the goods earnings on these railways rose from 25·37 crores to 38·44 crores. In other words an increase of 52 per cent in the goods earnings was accompanied by a rise of 488 per cent in compensation and the percentage of the goods earnings paid in compensation rose from ·47 to 1·83. The bulk of the increase has occurred since 1917.

13. We have not been able to obtain from every railway statistics of the number of cases in which loss was reported, but the following figures have been supplied by five of the largest systems :—

Railways.	Number of cases in which loss was reported.		
	1909-10.	1914-15.	1919-20.
North-Western (excluding Karachi and Quetta districts) ..	33,179	..	105,948
Bengal-Nagpur	3,000	..	10,124
Bombay, Baroda and Central India (excluding metre-gauge)	..	36,844	60,572
Great Indian Peninsula	..	17,938	61,688
East Indian	..	44,789	100,819

In six years, the number of reports has risen 64 per cent on the Bombay, Baroda and Central India Railway, 125 per cent on the East Indian and no less than 244 per cent on the Great Indian Peninsula. On the North-Western and the Bengal-Nagpur lines, the number has more than trebled in ten years.

14. These statistics, however, require some explanation. They include a number of claims and reports which have nothing to do with theft or pilferage. The amount paid in compensation covers damage to goods by fire, water and accident, and loss by misdespatch and misdelivery. From 15 to 20 per cent should probably be allowed on this account*. Then again owing to the rise in prices, the 488 per cent increase in compensation means a much smaller increase in the quantity of goods lost, and there is evidence to show that claims have received an artificial stimulus from the growth of claims agencies. Similarly, in a large proportion of cases in which goods are reported lost, they are found on enquiry merely to have been left behind or misdirected or carried beyond their destination.

On the other hand, much is lost for which compensation is never claimed. The goods may have been sent at owner's risk, or a clear receipt may have been given before the loss was discovered or the owner may not think it worth while to make a claim. It is impossible to estimate the amount of the losses for which no claim is made, but the total must be very large indeed.

15. The Police figures of reported crime show that thefts from running goods trains increased from 6,898 in 1915 to 11,227 in 1919, and thefts from goods sheds and transhipment stations from 4,479 in 1915 to 7,476 in 1919. Convictions in the former were 336 in 1915 and 598 in 1919, and in the latter 989 and 1,778, respectively.

* In two successive years the percentage on the North-Western Railway averaged about 11 and on the Bengal and North-Western Railway 22.

The odds therefore taking India as a whole, are nearly twenty to one in favour of the man who robs a running train, and it is not surprising that the occupation is growing in popularity.

The railways themselves suffer as much as the public. Six hundred maunds of coal are said to be stolen every day at Asansol at the present time, and last year on the East Indian Railway alone thefts of mineral oil belonging to the Company amounted to nearly a quarter of a million gallons.

We think the evidence justifies the conclusion that the total value of the property stolen on railways in India does not fall short of a crore of rupees per annum. The number of offences, if all the petty pilferages are included, must run into millions. Of those, in 1919, only 33,535 were reported to the police and of the reported cases less than 16 per cent resulted in conviction.

16. The figures are startling. Fortunately, the remedies, we believe, are simple. We accept the principle first laid down in 1882 and ever since adhered to, that the railways must be held responsible for the safe custody of property entrusted to them, and in our view the present situation has arisen because the obligations which flow from that principle have not been sufficiently regarded. The problem is in the main one of prevention, and as such falls primarily within the province of the railways.

CHAPTER IV.

THE GUARDING AND HANDLING OF GOODS.

(i) *Watch and Ward.*

17. We shall consider first of all the watch and ward staff, its recruitment, personnel, strength and organization. Each department has its own watchmen, but it is those employed by the Traffic Department for the protection of stations, goods-yards and goods-sheds with whom this Committee is mainly concerned.

18. *Recruitment.*—Traffic watchmen are appointed by the District Traffic Superintendent, or by station masters and traffic inspectors subject to his confirmation. The character of the men is supposed to be verified by enquiry from the police after appointment and before confirmation. Other precautions are sometimes taken. At Howrah, the candidate has to produce a surety. On the South Indian Railway he has to get a recommendation from some official or private person of known respectability. It is not found possible to maintain lists of candidates as the men who apply cannot usually wait for employment. They are recruited from practically all castes, though sweepers, chamars and members of criminal tribes are generally excluded. Most of the railway officers who have given evidence express a preference for pensioners or at any rate for men who have served in the army or the police, and on several railways special rates of pay have been sanctioned for men of this class.

19. *Personnel.*—On almost every line, the officials complain of the quality of the men employed. Pensioners are difficult to obtain and when obtained are often past work. The other watchmen too are frequently old and decrepit, and unequal to personal conflict with able-bodied thieves. They are usually recruited in the neighbourhood and from the same class as the menials. They have friends among the local bad characters, and not infrequently combine with their old associates and the less upright of the station staff in theft and pilferage.

This is the picture as drawn by railway officials themselves. In Bombay and Madras we were told by police officers of cases in which ex-convicts and men who had been dismissed from the railway and the police were employed as watchmen. In the United Provinces, an experienced superintendent said they were mostly criminals. An inspector on the Bengal and North-Western Railway says, "It is an open secret that no chaukidar pays for his food but helps himself". Another inspector classes them with the menials whom he regards as responsible for all the pilferage that goes on. We have not been able to ascertain the total number of watchmen convicted of theft on all the railways in India but the figures supplied to us by the police in Bengal, Bihar

12. There can be no question that losses by theft and pilferage have increased. So far as the increase is due to causes other than those into which it is our duty to enquire, it is generally attributed to the rise in the cost of living. No statistics are available to show the full extent of the evil, but in ten years the amount paid in compensation by seven of the principal railways has risen from 11·95 lakhs to 70·27 lakhs. In the same period the goods earnings on these railways rose from 25·37 crores to 38·44 crores. In other words an increase of 52 per cent in the goods earnings was accompanied by a rise of 488 per cent in compensation and the percentage of the goods earnings paid in compensation rose from ·47 to 1·83. The bulk of the increase has occurred since 1917.

13. We have not been able to obtain from every railway statistics of the number of cases in which loss was reported, but the following figures have been supplied by five of the largest systems :—

Railways.	Number of cases in which loss was reported.		
	1909-10.	1914-15.	1919-20.
North-Western (excluding Karachi and Quetta districts) ..	33,179	..	105,948
Bengal-Nagpur	3,000	..	10,124
Bombay, Baroda and Central India (excluding metre-gauge)	..	36,844	60,572
Great Indian Peninsula	..	17,938	61,688
East Indian	..	44,789	100,819

In six years, the number of reports has risen 64 per cent on the Bombay, Baroda and Central India Railway, 125 per cent on the East Indian and no less than 244 per cent on the Great Indian Peninsula. On the North-Western and the Bengal-Nagpur lines, the number has more than trebled in ten years.

14. These statistics, however, require some explanation. They include a number of claims and reports which have nothing to do with theft or pilferage. The amount paid in compensation covers damage to goods by fire, water and accident, and loss by misdespatch and misdelivery. From 15 to 20 per cent should probably be allowed on this account*. Then again owing to the rise in prices, the 488 per cent increase in compensation means a much smaller increase in the quantity of goods lost, and there is evidence to show that claims have received an artificial stimulus from the growth of claims agencies. Similarly, in a large proportion of cases in which goods are reported lost, they are found on enquiry merely to have been left behind or misdirected or carried beyond their destination.

On the other hand, much is lost for which compensation is never claimed. The goods may have been sent at owner's risk, or a clear receipt may have been given before the loss was discovered or the owner may not think it worth while to make a claim. It is impossible to estimate the amount of the losses for which no claim is made, but the total must be very large indeed.

15. The Police figures of reported crime show that thefts from running goods trains increased from 6,898 in 1915 to 11,227 in 1919, and thefts from goods sheds and transhipment stations from 4,479 in 1915 to 7,476 in 1919. Convictions in the former were 336 in 1915 and 598 in 1919, and in the latter 989 and 1,778, respectively.

* In two successive years the percentage on the North-Western Railway averaged about 11 and on the Bengal and North-Western Railway 22.

The police witnesses, [illegible] scenes, are severe in their [illegible] among the watchmen. O [illegible] worst possible agency for supervision; another tells us that four-fifths of the crime comes from the defective supervision which at present exists. In several provinces we have been advised that the only remedy is to make over the duties to the police and we have heard repeated allegations that station masters use watchmen as private servants. We may note in passing that this criticism by police officers is not irresponsible criticism as in almost every province they have shown themselves ready to back their opinion by arranging for patrols in yards with the object of keeping the watchmen up to the mark, although under ordinary circumstances this is no part of their duty.

22. *Recommendations* —The main defect in the watch and ward lies in the organization. There is ample evidence to justify the charge that the bulk of the [illegible]

by a strong body of police opinion in Sind and Upper India.*

We do not recommend that this course should be adopted. We accept the principle that the railways are responsible for the watch and ward of all property entrusted to their charge and any proposal to discard this principle would probably meet with opposition from all railways in India Their protest would, we believe, find considerable support among experienced police officers and we are convinced that the substitution of police for watchmen would lead to increased friction. We should prefer to see the railway companies organize and improve their watch and ward staff as a railway unit. Some of the leading railway administrations are already moving in this direction The Bombay, Baroda [illegible] of a retired Deputy [illegible] d ward, the Agent o[illegible] and on the North-Western Railway a scheme is under consideration.

What we have to aim at is to make the chaukidar a real watchman with a single eye to the interests of his employer. It must as far as possible be made easy for him to stand against the local influences which at present envelop him and lead him astray. It is quite unnecessary for this purpose to put him under police control What is required is (*i*) to take the control out of the hands of the station staff, and (*ii*) to give the watchman a status which will increase his self-respect. Both these objects will be attained by the creation of a single force of watchmen on each line. It will probably be found convenient to include the watchmen of all departments, the Locomotive, the Carriage and Wagon and the Engineering as well as the Traffic department, but this is not a matter on which we are in a position to make a definite recommendation as we have not examined representatives of those departments. The note supplied to us by Mr Hindley, the Agent of the East Indian Railway, expresses so well our own views in the matter that we reproduce it in full:—

"*I Watch and Ward* —The staff employed comes roughly under two heads First we have the ordinary departmental chowkidars or night-watchmen employed to watch [illegible] a determined aggressor

"Secondly, there are the loosely organized bodies of chowkidars employed in the larger goods yards and sheds, such as at Asansol and Howrah They are employed under the [illegible]

*In the Punjab, during the years 1918 1920, 408 railway servants were convicted—of these 134 were watchmen, 43 pointsmen, 34 clerks, and 197 'others' (including guards, firemen, menials, etc.)

"It is to be regretted that systematic thefts have occasionally been traced to individuals of this chowkidar staff and there have been other cases of actual collusion which indicate a necessity for improvement in control and discipline.

"Considering the large amount spent on this force and the good wages which are now being paid, I am of opinion that better results should be looked for and that it is necessary that the whole organization should be put on a better footing.

"It is necessary to introduce better methods of recruiting and discipline and to strengthen the supervising staff. I would advocate that the whole of the watch and ward staff (except such as are essentially departmental) should be placed under a supervising staff of officers and subordinates working as a separate Railway department. At the head of this branch it would be necessary to have a trained Police officer, who would be employed by the Railway and might at first work directly under the General Traffic Manager. Without expert Police knowledge to guide the Railway officials in business of this nature, I do not think much can be done, but to meet this difficulty I should like to have the services of a fairly senior Superintendent of Police lent to the Railway for say six months in order to organize the new department.

"It is probable that considerable economies might be effected in re-arranging the distribution of the watch and ward staff and clearly defining their work and duties and their relations to the work of other departments of the Railway. The Police Officer while on special duty in this connection would doubtless be able to give the Railway valuable advice as to improving other means of security of goods while in the hands of the Railway and by bringing to notice the weak spots in the arrangements for safeguarding goods generally."

Once organized, the force should be under a superior officer who might perhaps on the more important systems be given the rank of Deputy Traffic Manager. He would in some cases require an assistant and would everywhere have inspectors, sub-inspectors and havildars for purposes of local control.

The watchmen should be given a uniform as well as batons or *lathis*. They should have proper quarters in lines where they would be under discipline and they would, of course, be liable to transfer. They should be eligible for promotion and the prospect of promotion would be an incentive to efficiency. If the force were re-organized on each railway on these lines, we believe that the watchmen would feel that they were members of a force which had some position in the world and some reputation to maintain.

It is certain that a force like this would attract better men than the railways now secure. It is not unlikely that in some places re-organization would mean an actual economy in men, as for purposes of watch and ward, five men under discipline are better than an undisciplined troop of three times their number.

An effort would naturally be made to recruit the best men available for a force of this nature, and it is unnecessary for us to make any recommendations as to the class of men required.

We see no need at present for putting the force on a statutory basis, as some witnesses have suggested, or for making the members of it liable to the same penalties for neglect of duty as the police. We consider that the railway administrations have sufficient powers of punishment under their ordinary rules, and that the powers possessed by the watchmen for the defence of property and the arrest of offenders, both as railway servants under the Railway Act, and as private individuals under the Penal Code and the Code of Criminal Procedure, are sufficient for their requirements.

23. Questions of pay are excluded by the terms of our reference, but many of the witnesses—railway men as well as police officers, non-officials as well as officials—have pressed on our attention the view that the watch and ward are often underpaid. The feeling is that under-payment means tacit sanction to pilfer and we have heard several stories of menials going on strike when they thought that their prerogative was being infringed by what they regarded as excessive activity on the part of the police. The living wage varies in different parts of the country, and it would be dangerous to dogmatize without careful local enquiry, but the impression we have received is that in many places the pay given to the watchmen is less than a living wage. This is a view, we may add, in which many railway officials concur.

(ii) *The handling of goods.*

24. Abstraction in the course of legitimate handling is a common form of crime and the remedy for it lies in adequate supervision over the handling staff,

which includes the coolies and those who superintend them. It is unnecessary to describe at length the system of invoicing and tallying goods into and out of wagons, etc. No fault has been found with the system as it exists on paper. The weakness lies in the fact that in practice the safeguards are generally ignored.

25. During the handling stages the coolies are supposed to be supervised at small stations by the station masters and at large stations by the loading clerks who are subject to general supervision by station masters, goods supervisors, etc. The evidence we have heard and our own observations indicate that the supervision over the coolies and over those who are supposed to superintend them is not very effective. We have found clerks trying to tally goods into ten wagons at once, we have seen loaded wagons [illegible] so arranged that it would be impossible [illegible] and we have [illegible] In practice [illegible] things on trust from the coolies and [illegible] wonder is perhaps not that so much goes astray as that so much comes safely through.

[illegible] loading clerk has unloaded them. Similarly, with luggage and parcels, the responsibility passes from the parcels clerk to the guard, and from the guard to the parcels clerk at destination, and each is expected, in his own interest, to make a [illegible] The chain of course lengthens with each tran- [illegible] majority of cases the check is perfunctory. [illegible] tour, "The rules are all very well for the [illegible] we followed the rules, no train would ever [illegible]" And many others have told us the same thing.

27. Certain results follow from this system. It is easy to fix responsibility. The [illegible] as sound a package which, [illegible] g been tampered with, is [illegible] m is not suited for locat- [illegible] missing goods cases to [illegible] e imposed but it rarely [illegible] s. The chances that the wrong man is being punished are too great to justify a debit of the full value. Dishonesty consequently is a fairly safe game, and it must be admitted that the complaint of the public on this score is not without foundation.

28. The view we take is that the system of responsibility without supervision has been pushed to extremes. So far as supervision over the handling staff is concerned we think a re-organized watch and ward should be able to render valuable assistance though the clerk's responsibility for what he signs for will not be affected. But we are also of opinion that there should be some systematized method of checking the work of those with whom responsibility rests. This duty might be entrusted either to the regular officers of the re-organized watch and ward or to special travelling inspectors. These men would make occasional surprise checks of the contents of loaded wagons before despatch or *en route*. In this way mistakes, whether deliberate or otherwise, would be discovered and enquiries started at an earlier stage than at present. Some railway companies have already taken action on these lines with useful results. There can be no doubt that short-loading and cross-loading are often deliberate, the station staff being in collusion with consignors or their agents.

As regards thefts from parcels or luggage *en route*, we think, in addition to the locking of vans, the system of employing travelling parcels clerks on passenger trains is one which might be considered by railway administrations.

29. Complaints have frequently been made that pilferage is facilitated by rough handling. With the improved supervision suggested by us, there should

be fewer of these complaints in future, and loading and unloading clerks should be made to understand that it is their duty to see that all packages are handled with due care.

30. *Handling contracts.*—On several lines the practice prevails of giving the contract for the supply of labour for handling goods to the station masters or goods supervisors. The official who takes the contract is paid at a fixed rate per thousand maunds handled, and the profits are a recognized source of income, yielding in some cases as much as Rs. 200 a month. We have, however, heard complaints that the rates sanctioned by the railway authorities have not everywhere kept pace with the rapid rise in wages, with the result that the officials who take the contracts are actually losing money.

Primâ facie, such a system is open to objection but it is on the whole surprising how little adverse criticism it has received. It has been denounced by several police officers in the United Provinces, and by one or two others in Bengal and the Central Provinces, but hardly a single non-official witness has said anything against it, while most railway officers tell us that it is a satisfactory working arrangement. Those who condemn it allege that it tempts the officials to whom the contracts are given either to under-pay their coolies on the understanding that nothing will be said about pilferage, or to compel merchants' coolies to work without payment on the same understanding.

We do not think the system a very satisfactory one. It appears to give official countenance to such abuses as occur and is calculated to put unnecessary temptations in a man's way. The evidence before us does not justify a general condemnation of the system in its practical application, but we find it difficult to believe that the coolies are in all cases paid a living wage, and we think that where the system is adopted, District Traffic Superintendents should take care that it is not abused. Similar vigilance is required where labour is supplied by private contractors.

CHAPTER V.

Mechanical Improvements for the Protection of Goods on Railways.

(*i*) *Locking and riveting.*

31. In view of the great increase in the number of thefts and the value of the property stolen, it may seem strange that the security of almost all covered wagons depends in the last resort on a piece of string and a wax seal. Anyone who has the hardiness to cut the string or the skill to remove the seal with a hot knife has the contents of the wagon at his mercy unless the watchman is more than usually vigilant. The tin shackles and lead seals which are in use on certain lines are hardly more effective as a protection against the determined thief. Some railways have tried to increase the security of wagons by means of top fasteners, but they have not been found of any great use in practice.

32. In October 1919 a proposal to introduce a system of universal locking on all railways was considered by the Indian Railway Conference Association on a representation made by the Agent of the Bombay, Baroda and Central India Railway, extracts from whose letter are reproduced below :—

"I do not know what the position is on other Railways, but, on our own, there has been a very great increase in thefts from goods wagons during the past few years. Most of them are from running trains, not only from trains *en route* between stations but from vehicles standing in refuge sidings or in yards, and it seems necessary to take special measures to make these thefts less easy of accomplishment than they now are.

"As matters now stand, people who depend largely for a livelihood on what they can pilfer from trains, have a very rosy time. It is the simplest thing in the world for a man to steal from an open wagon and almost as easy to steal from a covered wagon.........

"I think it is time that all Railways took steps to provide locks on covered wagons, and so far as is possible, discontinue the use of open stock for the carriage of goods which attract thieves....".

The resolution adopted by the Railway Conference after inspection of different locks, was as follows :—

"That this Conference is of opinion that the wagon lock proposed by the East Indian Railway is the best which has so far been designed, and recommends that it be given a thorough trial on all the broad-gauge Railways "

33. Little practical effect appears to have been given to this resolution. Several of the railways seem to have altered their views regarding the suitability of the East Indian Railway lock (Ellis' Patent) and have been looking about for some- [illegible]

34. We regard the effectiveness of locking or riveting as established beyond dispute. It is in evidence that these methods of securing wagons containing piece-goods between Cawnpore and Lucknow, and between Kharagpur and Shalimar, from Sabarmati northwards on the Bombay, Baroda and Central India metre-gauge, and from Karachi to the borders of the Punjab on the North-Western Railway, have reduced thefts almost to the vanishing point. The South Indian Railway have been experimenting with three different types of fastenings none of which is either a lock or a [illegible] with one or other of these fasteners and [illegible] nths, not a single case of theft from any [illegible] On the East Indian Railway, a patent lock has been in use for a month for certain classes of consignments between Howrah and Mokameh with the same result.

We have inspected during our tour, the following patent locks and other devices for securing wagons :—

(i) The Empire door lock,

(ii) The Crowden combination lock,

(iii) The Monthero lock,

(iv) The Travers Philips patent,

(v) Pereira's locking apparatus,

(vi) The Universal spring lock (Ellis' patent),

(vii) Mr. Bhagwant Narayan Tandon's safety lock,

(viii) Dr. Amarendra Nath Bose's automatic safety lock,

(ix) The Copley Devon lock,

(x) Grogan's patent.

We have also examined the "F" type of wagon on the South Indian Railway and the system of riveting which has been tried with success on the North-Western and Bombay, Baroda and Central India Railways.

The Committee do not feel competent to express an opinion on the comparative merits of the different patents. They venture to suggest, however, that much valuable time is being lost by the railways in endeavouring to come to a decision on this point, and they would suggest as a business proposition that all railway administrations should adopt as soon and as widely as possible, a simple system of riveting It requires little alteration of existing fasteners, will cost little to introduce and to maintain, and can be abandoned without appreciable sacrifice should wider experience reveal defects.

The Committee attach great importance to this recommendation. Some system of locking or riveting is essential if running train thefts and thefts from [illegible] ys will [illegible] sections [illegible] still be [illegible] eans of [illegible]

(ii) Protective plates.

35. [illegible] ber of wagons have been fitted with these plates as [illegible] of bags through the flap door. They have bee[illegible] fitted wherever possible. This will not entail he[illegible]

(iii) *Lighting, fencing and shed accommodation.*

36. Lighting is generally inadequate. *At some of the larger yards and stations* high power lamps have been provided, and more would have been done *but for the* difficulty in obtaining the requisite materials. *At several places we visited, improve*ments were expected at an early date.

The oil lamp which is the only practicable means of illumination at the smaller stations is unsatisfactory. It gives a feeble light even under the most favourable conditions, and we have heard complaints that stations are kept in darkness as the staff misappropriate the oil.

The inadequacy of the arrangements is recognized by railway administrations and improvements should be pushed on as fast as financial considerations allow. As one witness put it, "a flood of light is the best chaukidar."

37. Expensive walls and fences have been constructed in a few places, but our experience is that they are often not maintained in a proper state of repair. Gaps are made in walls, and battens or palisades are wrenched aside to give access to the yard. Most of the station yards—some even of the larger ones—are public thoroughfares, and there are very few indeed where there is anything more formidable than wire fencing to keep out trespassers. Except in the case of yards which are situated in thickly populated quarters of cities and bordered by main roads, the Committee do not attach much importance to the provision of costly thief-proof fencing. The main thing is to provide an efficient watch and ward.

38. As regards shed accommodation, this is in many cases inadequate, but the Committee recognize that financial considerations have largely prevented railway administrations from keeping pace with the growth of traffic in the provision of covered accommodation and closed sheds for the better security of goods awaiting despatch and delivery.

(iv) *Protection of parcels.*

39. The provision of moveable cages for the better protection of parcels at stations calls for early consideration. The suggestion was made to us by the Assistant Inspector-General of Police, Punjab, and the Agent of the North-Western Railway expressed himself in favour of it.

CHAPTER VI.

MISCELLANEOUS (RAILWAYS).

(i) *Risk-notes, claims, etc.*

40. There is a general feeling among the public, which is shared by some of the police witnesses, that the wide protection given to railways by the different forms of risk-note indirectly encourages theft. It is assumed by those who have this feeling that railway employees know what classes of goods are generally carried at owner's risk and think that there is less chance of a searching enquiry being made where the railway is protected.

We have not been able to obtain any figures to show whether consignments booked at owner's risk are more subject to pilferage and theft than others, and any figures that the railways could furnish would be incomplete as many cases are never reported. But railway officers deny that the handling staff can distinguish between consignments sent at owner's risk and those sent at railway risk, and on the evidence before us, we are unable to hold that less care is taken by railway administrations of the former than of the latter. Our criticisms of the arrangements made for security in transit apply equally to both classes, and we have elsewhere expressed the opinion that departmental enquiries into losses are not as a rule deterrent in their effects, as they aim at fixing responsibility rather than guilt.

41. Another allegation of a like nature is that claims are treated in such a way as to put a premium on theft. There is no doubt that claims are not always disposed of as promptly as they might be, and that the two months rule laid down by the

Railway Conference Association is not very strictly adhered to, but the allega- [illegible]
[illegible] ilities for
[illegible] sensibly
[illegible] take six
months instead of three.

42. There is more, we think, in the charge that pressure is put on consignees to give clear receipts where pilferage is suspected. We have had indisputable evidence that clerks and others often think it their duty to their employers to protect them in this way against possible claims. This practice must lead to the burking of complaints, and may in this way encourage theft, and we think that railways in their own interest should take steps to check it.

Another frequent complaint is that the difficulty of obtaining 'open delivery' delays the discovery of pilferage and to that extent reduces the chance of the culprit being caught and punished. As a rule, packages cannot be opened before delivery except in the presence of traffic inspectors, or at the larger stations, goods supervisors, and station masters, and it often happens that some time elapses before a duly authorized officer can attend. We see no reason why greater facilities should not be granted for the opening of packages in the presence of a responsible railway official, where the consignee suspects pilferage.

(ii) *Thefts of fruit and liquor.*

43. We have heard complaints all over India of the wholesale way in which consignments of fruit are pilfered. We have referred above to the admission made by the Oudh and Rohilkhand Railway that hardly a single parcel goes through to its destination without suffering some loss. The importance of the matter has, we understand, been impressed on all railway administrations by the Railway Board and has been discussed by the Indian Railway Conference Association. There is no doubt that the flimsy packing of the fruit makes pilferage very easy. We have ourselves seen many baskets in which the fruit was actually exposed. Some railway administrations have tried to induce consignors to pack their fruit in stronger crates or cases by offering to carry the "empties" back free of charge, but little good, we understand, has resulted from this offer. Among the measures which have been adopted on various railways for the greater security of packages of fruit may be mentioned supervision at transhipment points by special officers, locked vans and parcels express trains. With an improved watch and ward, losses should be diminished, and we think that useful results might be obtained by the employment of detectives, and by the use of cages for the safe custody of packages of fruit while awaiting despatch and delivery and while lying on platforms at transhipment stations.

44. Consignments of liquor also are frequently tampered with, but special precautions are now taken and apparently with good results, though pilferage is still fairly common. The Great Indian Peninsula Railway, we were told, put their own fastenings and seals on the cases. On the East Indian Railway, cases containing liquor are kept under lock and key as far as possible until delivery, while on the Madras and Southern Mahratta and the Eastern-Bengal Railways special instructions have been issued for the weighing of all such cases at transhipment stations. The extraction of one or more bottles out of a case takes time, but opportunities arise when the case is lying at a station before despatch or before delivery, or while it is in a van or at a transhipment station. The use of cages, [illegible] inspectors and detectives and the loading of cases [illegible] sible in fast through vans, will tend to reduce

(iii) *Thefts of railway material.*

45. Thefts of railway material, fittings, etc., have become very common during the past few years. Mr. Hindley, the Agent of the East Indian Railway, has submitted an interesting note on the subject. Many wagons, he says, are rendered unfit to run, and there has been a serious slowing down of traffic. He attributes the rapid growth of this form of crime to the rise in the value of metal in consequence of the war. Thefts were at first confined to brass fittings belonging to the vacuum brake gear. When these were replaced by iron and steel, the thieves turned their attention to bolts and nuts, and Mr. Hindley believes that large quantities of pilfered bolts and nuts were tendered in fulfilment of contracts given by the Munitions Board. Property of this kind is hardly capable of identification, and conviction

consequently is difficult. From the bolts and nuts of axle-boxes the thieves went on to cotton waste and oil from the box itself, and thousands* of wagons have been stripped of their axle-box covers and the necessary packing. The latest development is the removal of brake-blocks, brake-rods, screw-couplings, vacuum brake hose pipes, etc. The figures given for the East Indian Railway would be almost incredible were they not well authenticated. We reproduce them below :—

—	1917-18.	1918-19.	1919-20.
Axle-box face plates	66	55,562	85,588
	Cwts.	Cwts.	Cwts.
Bolts and nuts	2,251	1,176	1,993
Cotton waste soaked in mineral oil	6,350	12,657	19,335
Cotton waste soaked in castor oil	964	1,192	1,326
Cotton waste	958	1,937	3,381.
	Galls.	Galls.	Galls.
Castor oil	19,142	24,428	24,702
Mineral oil	75,103	154,842	233,197

On the Eastern Bengal Railway we heard complaints of thefts of electrical fittings, brass work and cushions, as well as of nuts and cotton waste. At Naihati we were told that the consumption of cotton waste had risen from a hundred weight to a ton a month. On the Great Indian Peninsula Railway, at one period in 1920, 50 per cent of the axle-box covers on the wagons were missing.

46. The remedies suggested by Mr. Hindley are :—

(*i*) the extension of the jurisdiction of the railway police to the private sidings in the colliery areas, where much of the thieving is believed to take place,

(*ii*) more effective co-operation between the railway police and the district police, and

(*iii*) legislation for the colliery areas on the lines of section 2, Howrah Offences Act, 1857, in order to enable the police to deal adequately with cases of suspicious possession.

As regards the first of these, the responsibility of the railways for protecting their own property must not be lost sight of and with the improvement of the watch and ward which we hope will be taken in hand at an early date, prevention should be more effective than it is at present. We think that the railway police, from the nature of their training and experience, are better qualified to deal with thefts of railway material than the district police, and that Mr. Hindley's suggestion deserves consideration by local Governments and by the owners of the sidings in question.

With regard to the second suggestion, we agree that co-operation between the railway police and the district police is essential. The property stolen all passes beyond railway limits, and local smiths, as Mr. Hindley informs us, display great ingenuity in adapting wagon fittings for household and other purposes.

47. The third suggestion requires more detailed treatment. The Police Acts in force in the Presidency towns and the Howrah Offences Act, 1857, provide that whoever has in his possession anything which there is reason to believe to have been stolen or fraudulently obtained, shall, if he fails to account for such possession to the satisfaction of the Magistrate, be liable to fine or imprisonment. Not long ago, the Bengal Chamber of Commerce pressed for the extension of legislation on these lines to the colliery districts of Bengal and Bihar and Orissa. They pointed out that the reason for the inclusion of these provisions in the Calcutta

*The total number of wagons of all kinds on the broad-gauge railways of India was 134,627 at the close of 1919-20. Complaints are fewer on the metre-gauge lines.

Police Acts in 1910 was that it had been found very difficult to obtain convictions under the ordinary law in the absence of means of proving the ownership of the goods. They suggested that an Act might be passed by the Indian Legislature authorizing local Governments to declare that these provisions should apply to such industrial districts within their jurisdictions as they might think fit. In 1919, the

Cawnpore and could not, under the ordinary law, be adequately checked. Several witnesses in Madras, Bengal and Bihar and Orissa have pressed on us the need for legislation of this nature in important centres and the Mysore Chamber of Commerce have suggested it as a remedy for the state of affairs existing at Bangalore.

with local needs, but we venture to leave on record the results of our own enquiries.

48. The p
a station yard
or even with a
which wagon, package or vehicle the accused person obtained the property in his possession, no court will convict, and it is obvious that in many cases the proof required cannot be furnished.

We have made enquiries as to the extent to which the various sections are used in connection with railway crime at present. At Howrah, in the two years 1919 and 1920, there were over 800 cases. At Sealdah and Chitpur there were 114, while at the railway stations in Bombay city there were only 18 and at those in Madras only 14. The Presidency I
the sections in question, t
they are much utilized in c
sion, however, is not to be measured entirely by the number of cases in which it is enforced. It is not one which should be applied universally and our experience is that the demand for its application is confined in the main to industrial centres in Madras, Bengal, the United Provinces and Bihar and Orissa. The improvement of the watch and ward and the occasional use of detectives should make pilferage more difficult, but it is in connection with thefts of railway material that the case for legislation is strongest. As a rule, the nature of the property itself will be almost sufficient to establish the presumption of wrongful possession, and the grave inconvenience to the public, to say nothing of the danger, involved in many of these thefts may be taken as an additional argument for legislation.

CHAPTER VII.

The Railway Police.

(i) *Personnel.*

49. There is a general feeling that the quality of the force leaves much to be desired, that the Superintendents are not as a rule selected for their merits and

50. The railway police superintendentships are not generally regarded as equal in importance or interest to the heavier district charges. The figures

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*The officers in every province are borne on the general provincial cadre. The rank and file in the United Provinces and the Central Provinces are recruited from the district police. Elsewhere recruitment is direct, except in the Punjab where there is a mixed system.

below compare the average work in districts and railway charges in Madras and the United Provinces:—

Province.	Average number of cases in 1919.	Murder.	Poisoning.	Dacoity.	Robbery.	House breaking.	Theft.
Madras	Per district	36	..	36	42	582	860
	Per railway district ..	3	..	1	2	29	1,463
United Provinces ..	Per district	18	1	34	22	1,569	681
	Per railway district ..	1	6	6	5	18	2,646

It will be observed that crime on the railways is for the most part restricted to a few varieties of one particular offence, namely, theft. The work is, therefore, apt to be monotonous. Further the lack of success in dealing with crime is disheartening. In 1918 on the railways only 20 per cent of the cases reported resulted in conviction as compared with 30 per cent in the districts. Where reports were investigated, the railway police were successful in 25 per cent of the cases (1919) and the district police in 45 per cent (1918). Thefts from running goods trains are perhaps the most important class of crime the railway police officer has to deal with. In 1919 convictions were obtained in 5½ per cent of the cases reported. In the United Provinces, there were 31 convictions in 1872 reported cases, a percentage of 1·7. In 1915, there were only 10 convictions in 1424 cases.

This want of success is due partly to the conditions of railway crime, especially to the difficulty of localizing thefts from running trains, but also in part to the defects in the investigating agencies and the lack of machinery for improving unprogressive methods.

These considerations are sufficient to explain why railway police work does not attract the best men. They affect not only superintendents but officers of all grades.

51. As regards the subordinate officers, we have been told in the United Provinces where all the divisional inspectors are Europeans and Anglo-Indians, that the pick of the European schools now go into Government offices or the railways where the prospects are more attractive, and that it is very difficult to get candidates for the police. Sergeants with little experience or education are promoted to inspectorships, and are expected to control investigations and maintain discipline.

As regards the subordinate Indian officers, the head constables and constables, the answers to the questions we put to police officers about the popularity of service in the railway police appear to show that its popularity varies in different provinces and sometimes even in different parts of the same province. In several provinces the lightness of the work and the concession of free leave passes have been mentioned as attractions. One of the Superintendents in Bihar and Orissa told us that he had twenty to thirty applications for each vacancy. In parts of Bombay it appears that there is no lack of candidates. In Bengal, the Inspector-General stated that the men protest strongly against transfer to the district police, and in the North-West Frontier Province, the life of a railway policeman is said to contrast favourably in point of comfort and safety with the life of a district policeman.

More frequently, however, the feeling appears to be that the balance of hardship and discomfort is against the railway policeman, especially in the case of subordinate officers. If we may judge by the evidence of the Indian officers who have appeared before us, the railway police service is distinctly unpopular in the Central Provinces, the United Provinces,* and Assam and somewhat less so in the Punjab. The night travelling, followed by uneasy repose in a corner of the platform, the irregular meals and long hours are substantial drawbacks.

* In answer to a recent test-call for volunteers for the railway police in one of the districts of the United Provinces, out of 41 sub-inspectors, 52 head constables and 461 constables, only one sub-inspector and 15 constables responded. The Superintendent informed us that the 15 constables were members of the armed police who were tired of shouldering a musket and that the sub-inspector was a man whom the District would willingly have parted with.

In Sind there is some dissatisfaction about quarters, and in several provinces we have heard of the discontent caused by the withdrawal on certain railway lines of the concession of leave passes* and by the practice of giving duty passes to police officers for a class inferior to that by which they are entitled to travel under the Civil Service Regulations. Less substantial but not less keenly felt grievances are that the police officer in the district enjoys greater prestige and the railway official of corresponding rank draws higher pay.

There are, however, other reasons militating against the popularity of the railway police which are entitled to greater respect than mere considerations of cc [illegible]
the [illegible]
char [illegible]
motion in the railway police—in the United Provinces because all the divisional inspectors are Europeans, and in the Punjab because divisional inspectorships have been abolished.

52. In these circumstances, it is only natural that the quality of the [illegible] something to be desired.†
[illegible] at the rank and file are
[illegible] ice. This is satisfactory so far as it goes but what experienced officers in several parts of the country have told us is that every railway constable should be literate in the vernacular of his province and that every sub-inspector should possess [illegible] of this stan-
[illegible] ilway work
[illegible] The railway constable has to deal with persons of all classes and lives much in the public eye. His platform duties call for the exercise of tact and *savoir faire*, and when patrolling or investigating he is in touch with the *subordinate railway staff who are apt to* be jealous and obstructive. He cannot check a seal or examine a label without some knowledge of English characters and it is impossible to follow the recorded movements of a burgled wagon without going through documents which are written in English.

PERCENTAGE OF LITERATE HEAD CONSTABLES AND CONSTABLES IN 1918.

Province.	Railway Police	District Police.
Madras	100	80
Bombay	84	44
Sind	50	
Bengal	57	70
United Provinces.. ..	24	23
Punjab	51	31
Bihar and Orissa ..	14	57
Central Provinces ..	59	30
Assam	36	28
North-West Frontier Province.	27	21
Total	57	48

53. The improvement of the railway police is partly a question of *personnel*,‡ and local Governments will no doubt continue to do what they can to make the department attractive by the grant of allowances, the provision of quarters and the removal of legitimate grievances. But the quality of the officers must in the long run depend more on the importance and interest of the work they have to do than on anything else. If the work itself is unimportant, no Inspector-General with an eye to the economic disposition of his forces will send his best men to the railway: if it is uninteresting, the best men will try to avoid it.

The present position is, we believe, largely due to the fact that railway police work has never been properly exploited. Owing to the great increase in running *train thefts it has recently assumed an importance it never had before.* No railway charge is without cases and problems which will appeal to the skilful police officer when he is properly equipped for his duties, and when each province has, as recommended by us in chapter IX, its own detective and investigating agency for railway police work, the attractions of the railway police will no longer suffer [illegible] of a district charge.

CHAPTER VIII.

THE RAILWAY POLICE—*contd.*

(ii) Organization.

(a) Historical retrospect.

54. In this chapter we propose to give in outline, so far as the materials at our disposal permit, the history of the different systems of organization which have been applied in the different provinces down to the present time. Before doing so, it will be convenient to explain what is meant by the terms which we shall use to describe the various systems which have been tried or suggested.

Under the district system, there is no separate railway police force, and the district police are responsible for the policing of the railway line within the limits of each district. Under the *provincial system*, there is a separate railway police force for all railway lines within the limits of a single province. Under the *railway administration system*, a railway or a group of railways is constituted a single police charge. This system is not necessarily inconsistent with the provincial system, as there are some railways in India which are confined to a single province, but its distinguishing feature is that it disregards provincial boundaries where a railway runs out of one province into another. It thus, in the words of the Police Commission, " involves a police force under one local Government working within the jurisdiction of another." In the sketch which follows we shall, except where otherwise indicated, apply the term railway administration system only to cases involving the exercise of extra-territorial jurisdiction.

The three systems described above have all been tried. The *imperial system* which is a development of the railway administration system, has not. Under it, the railway police forces on the different railways, would be converted in whole or in part into an imperial force, under an imperial Inspector-General, who would be controlled by the Government of India.

55. These four systems fall naturally into two groups, according as they do or do not contemplate extra-territorial jurisdiction, and it is round this point that controversy has centred. The great majority of the police witnesses hold that the co-operation with the district police which is essential to the success of the railway police, cannot be secured in the same degree when the railway police are working outside their own province, and in this view they have the support of such local Governments as have given us their opinion. Most of the railway witnesses, on the other hand, suggest that such co-operation as exists will not be diminished if provincial boundaries are ignored, while a system under which each railway administration would have to deal with a single force employing uniform methods from one end of its line to the other would be more convenient for them.

The railway administration system was recommended by the Railway Police Committee of 1882, subject to a reservation in favour of the provincial system where a line lay almost equally in two provinces. During the next twenty years, it was widely adopted. Its general acceptance led to the passing of Act III of 1888 which for the first time gave statutory recognition to extra-territorial police jurisdiction and the North-Western Provinces Committee of 1891 recommended that it should be carried to what may be regarded as its logical conclusion in imperialization. The system was condemned, however, by the Police Commission of 1902-03, and was discarded in favour of the provincial system, apparently with the approval of almost all concerned.

56. The distinction between what are known as the duties of (1) crime (or ' law ') and order, and (2) watch and ward, is an old one and was recognised by the committee of 1872. It was the Committee of 1882 which obtained the recognition of the principle that the railways should employ their own watchmen for the duties of watch and ward, instead of paying for police to perform them. This principle has ever since been maintained. The fullest statement of the duties falling under the two heads is given in paragraph 48 of the report of the committee of 1907, which is re-produced in Appendix B.

Madras.

57. Prior to 1899 there were no separate railway police in Madras but police constables working under the District Superintendents kept order at stations, received complaints from passengers or railway officials, and took offenders into custody. The investigation of offences was entirely in the hands of the district police.

A separate force of railway police was created for the presidency in 1899 under a Superintendent who had an Assistant in charge of the Southern Mahratta Railway. In 1906 a second Superintendent with headquarters at Trichinopoly was put in charge of the South Indian and Southern Mahratta Railways, and in the same year a Deputy Inspector-General was appointed for Crime and Railways as recommended by the Police Commission. In 1909 the jurisdiction of the Southern Superintendent was restricted to the South Indian Railway, leaving the other lines to the Superintendent stationed at Madras.

Madras has thus had experience of both the district and the provincial systems. The arrangement on the South Indian Railway is the railway administration system, without the characteristic feature of extra-territorial jurisdiction.

Bombay.

58. The Committee have not been able to ascertain the history of the arrangements made for policing railways in the Bombay Presidency before 1882. But by that date a separate railway police force had been constituted which was responsible for the duties of watch and ward as well as for those of crime and order. On the Bombay, Baroda and Central India Railway, the police also nipped tickets, checked the contents of wagons and called out the names of stations.

The railway police force at this period was a purely provincial one.

In 1882 the portion of the Rajputana-Malwa Railway which lay in the Bombay Presidency north of Ahmedabad was under the District Superintendent, Ahmedabad. In the following year a Superintendent was appointed for the whole of the Rajputana-Malwa Railway with headquarters at Jaipur, and in 1889 the system was created a single police district under the Lieutenant-Governor of the Punjab. The control was transferred in 1891 to the Government of Bombay, and again in 1908 to the Agent to the Governor-General in Rajputana.

Up to 1892 the Sind district police were responsible for the policing of the North-Western line in Sind, but in that year the Punjab Government assumed charge. This section of the line was re-transferred to Bombay in 1908.

In 1908 the Rajputana-Malwa system was transferred to the control of the Agent to the Governor-General in Rajputana, and in the same year the Sind section of the North-Western Railway was re-transferred to Bombay.

Bombay has thus seen both the provincial and the railway administration systems in operation, and the working of the latter system in Sind was cited by the Police Commission as the worst instance of its defects.

59. As regards the internal organization of the railway police, we find that by 1902 there were four railway police districts, comprising respectively, the Great [illegible] Southern Mah- [illegible] appear to have [illegible] ccordance with [illegible] aced under the administrative control of the new Deputy Inspector-General for Railways and Crime.

In 1906 the charges of the Great Indian Peninsula and the Madras and Southern Mahratta Railways were amalgamated, and the transfer of the Rajputana-Malwa Railway in 1908 left the Presidency with only two police districts. In 1910 owing to pressure of Criminal Investigation Department work, the railways were transferred to the Range Deputy Inspectors-General.

The railway police continued to be responsible in Bombay for watch and ward duties long after they had relinquished them in other provinces, and it was not till 1912 that the duties were finally transferred to railway watchmen.

BENGAL.

60. The railway police on the East Indian Railway in Bengal dates from 1867. A few months after it was created, it took over the duties of watch and ward which it continued to discharge until they were transferred to the railway in consequence of the recommendations of the Railway Police Committee of 1882.

After the creation of the province of Bihar and Orissa in 1912 the policing of the East Indian Railway within the limits of the new province remained with the Government of Bengal until 1916.

The Eastern Bengal Railway is an amalgamation of several small lines. The old Eastern Bengal Railway running from Calcutta to Rajbari had its own police force. Criminal cases were handed over to the district police for disposal. On the Northern Bengal State Railway, on the other hand, the district police were responsible for watch and ward as well as for the maintenance of order and the investigation of crime. In 1885 a railway police force was sanctioned for the whole of "the Eastern system of Railways," but in accordance with the policy which had recently been adopted, its duties were confined to the maintenance of law and order.

We have not been able to trace the beginnings of the railway police on the Bengal-Nagpur Railway, but in 1901 the line so far as it lay within the limits of the Presidency, was policed by the railway police force of Bengal. After the severance of Bihar and Orissa in 1912, it was arranged that the railway police of the new province should be responsible for the policing of about 235 miles of the Bengal-Nagpur line in Bengal, the most important section of which was that between Khargpur and Howrah.

On the Bengal and North-Western line a railway police force was sanctioned for the Bengal portion in 1885. There is now no part of this line in Bengal, and since 1912 the Bihar police have been responsible for the Bihar portion of the line.

The history of the policing of the Assam-Bengal Railway is given in paragraph 68 below.

Bengal has thus had a wide experience of the different systems of railway police administration. It has known the district system, the provincial system and the railway administration system. It still exercises to a limited extent extra-territorial jurisdiction in Bihar and Orissa and Assam, and it still has the police of those two provinces working within its own boundaries.

61. As regards internal administration, it appears that as long ago as 1872 there was an Assistant Inspector-General for the Bengal portion of the East Indian line. In 1901 there were two Assistant Inspectors-General, one for the East Indian, Bengal-Nagpur and Bengal and North-Western Railways and the other for the Eastern Bengal State Railway system. In 1906 in accordance with the recommendations of the Police Commission, the control of the railway police was transferred to the newly appointed Deputy Inspector-General, Crime and Railways. In 1917, however, the duties of the Deputy Inspector-General in connection with crime had grown to such an extent that it was found necessary to transfer the control of the railway police to the Ranges.

UNITED PROVINCES.

62. In 1867 a railway police force under an Assistant-Inspector General was constituted for the 788 miles and 70 stations of the East Indian Railway which fell within the borders of the North-Western Provinces. Not many months elapsed before the provinces had their first experience of extra-territorial jurisdiction, as in the following year, the railway police assumed control of the East Indian line in the Central Provinces as far as its terminus at Jubbulpore, and the Punjab Government made itself responsible for the policing of the Sind-Punjab-Delhi line from Ghaziabad to Sarsawa through the districts of Meerut, Muzaffarnagar and Saharanpur. Additions were made to the extra-territorial jurisdiction of the North-Western Provinces railway police in 1882 when they took over from the Rajputana State railway police the Scindia State Railway running from Gwalior to Agra, in 1838

when they took over a portion of the Indian Midland Railway, and again in 1892 when they extended their control on that line as far as Itarsi, and assumed charge of the Delhi-Umballa-Kalka line in the Punjab.

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Wherever opportunity offered, extra-territorial jurisdiction was extended, up to the very eve of the abandonment of the railway administration system. In 1904 the United Provinces railway police assumed charge of the Kalka-Simla line and in 1905 of the Agra-Delhi chord.

The years following the acceptance by Government of the provincial principle were a period of wholesale rendition. In 1906, the Delhi-Umballa-Kalka and the Kalka-Simla Railways were surrendered to the Punjab, which in its turn reln-

63. The railway police were at first organized under an Assistant Inspector General. A Deputy Assistant was added in 1891, and in accordance with the recommendations of the provincial committee which sat in that year, the titles of the two officers were changed to Deputy Inspector-General and Superintendent, respectively. The whole of the railways in the province were at the same time divided into three sections, of which the Northern and Southern were under Superintendents while the Deputy Inspector-General himself was in direct charge of the Central. These sections, it should be mentioned, were so arranged that no railway should have to deal with more than one Superintendent in the United Provinces. This principle has been observed ever since.

In 1906, in accordance with the orders of the Government of India on the report of the Police Commission, the Deputy Inspector-General of the railway police was put in charge of the Criminal Investigation Department and a separate Superintendent was appointed for the Central section. In 1909, the local Government asked for a separate Deputy Inspector-General for railways on the ground that the special

a temporary measure. The opportunity was taken to relieve the Deputy Inspector-General in charge of the Criminal Investigation Department of his railway duties, and the charge of the railways was combined with that of the new fourth Range which comprised only seven districts. This is the arrangement which is in force at the present moment.

PUNJAB.

64. The railway police force on the Sind-Punjab-Delhi Railway, now the North-Western line from Delhi to Multan *viâ* Meerut, Ambala and Lahore, was first constituted in 1868, and was placed under an Assistant-Inspector-General, who was r

lengt

Thus

administration system.

With the further development of railways in the province and the opening up of communications with Sind *viâ* the Indus Valley State Railway (afterwards incorporated in the North-Western Railway), the Punjab Government adhered to its preference for this system, and in spite of the orders

contained in Home Department Resolution No. 69—72 of the 28th February 1879, in which the Government of India ruled that "the police force entertained on any State railway should form a part of the regular district police," they submitted, within a few months of the issue of that resolution, a proposal that the whole of the line from Karachi to the borders of the Punjab should be included in the jurisdiction of the Punjab railway police, which, they desired, should be constituted as a single force, distinct from the district police. The Government of India gave way as regards the introduction of the district system, but there were at the time legal difficulties in regard to extra-territorial jurisdiction, and though these were removed by the Police Act of 1888, it was not until 1892* that the whole of the North-Western Railway, excluding the portion in Baluchistan, was created a single police district under the Lieutenant-Governor of the Punjab.

Up to this date, the only other railways in the Punjab were the Rajputana-Malwa State Railway, which ran from Delhi *viâ* Rewari into Rajputana, and the Rewari-Ferozepore State Railway constructed in 1883. In 1882, when the railway police committee made its report, the railway police on the Punjab section of the Rajputana-Malwa Railway were under a Political Assistant who resided at Jaipur, but in May 1883, a Superintendent was appointed for the whole of the Rajputana-Malwa Railway. These officers were not subject to the control of the Punjab Government, but in September 1883, it was decided by the Government of India that on the Rewari-Ferozepore line, excluding the station of Rewari, the Punjab Government should be the controlling authority. After the passing of the Act of 1888, the Rajputana-Malwa and the Rewari-Ferozepore Railways were created a single police district under the Lieutenant-Governor of the Punjab.†

These orders, which gave the Punjab Government jurisdiction up to Ahmadabad, remained in force for less than two years. As a result of representations made by the Bombay, Baroda and Central India Railway (which had taken over the management of the other two lines), control of the Rajputana-Malwa Railway and the Rewari-Ferozepore Railway was in 1891 transferred to the Government of Bombay. ‡

On the construction of the Delhi-Umballa-Kalka line, the jurisdiction of the North-Western Provinces railway police was extended into the Punjab, and when the North-West Frontier Province was created in 1901, the jurisdiction of the Punjab railway police over the trans-Indus portions of the North-Western line was retained.

The railway administration system, with its frequent accompaniment of extra-territorial jurisdiction, was thus given ample scope in the case of the Punjab during the period from 1868 to 1905 when it was condemned by the Government of India on the findings of the Police Commission. In accordance with the orders then passed the Punjab Government has since relinquished its police jurisdiction in the United Provinces, Sind and the North-West Frontier Province and assumed or reassumed control over the lengths of line within the province which, prior to the orders of 1905, were policed from outside.

65. Up to 1906, the railway police in the Punjab were organized under a single Assistant Inspector-General. In that year in consequence of the recommendations of the Police Commission, the appointment of the Assistant Inspector-General was abolished and the administrative control was transferred to the Deputy Inspector-General, Railways and Crime, under whom there was a single Superintendent, in executive charge. Another Superintendent was afterwards added.

In 1918 in accordance with the recommendations of a committee which had been appointed to examine the organization and working of the railway police, the Deputy Inspector-General was relieved of his railway duties, which were made over to an Assistant Inspector-General. The two superintendentships were abolished, and four sub-divisions created, each in charge of a Deputy Superintendent. An advantage claimed for this system is that it concentrates power in the

* Home Department Notification No. 336-Police, dated 15th June 1892.
† Home Department Notification No. 217 of 12th April 1889.
‡ Home Department Notification No. 4-Police of January 6th, 1891.

hands of the Assistant Inspector-General who combines both executive and administrative functions.

Bihar and Orissa.

66. In 1912, the railway police of the newly created ...

Agent of the East Indian Railway objected to the transfer.

...en in operation both ... The Bengal police ... sed extra-territorial jurisdiction in Bengal.

The railway police have, until the present year, been under the control of the Deputy Inspector-General, Crime and Railways, but it has now been found necessary to relieve him of his railway work, which is being transferred to the Range Deputy Inspectors-General.

Central Provinces.

67. In the Central Provinces, a railway police force was first created in consequence of the recommendations of the Police Commission. At the time when the Commission reported, each District Superintendent was responsible for the policing of the railway within the borders of his own district, except on the sections of—

(i) the East Indian Railway between Katni and Jubbulpore,

(ii) the Indian Midland Railway between—

(a) Katni and Bina,

(b) Bina and Baran, and

(c) the borders of the United Provinces and Itarsi, and

(iii) the Rajputana-Malwa Railway from Khandwa to Mortakka.

The first two of these sections were policed by the United Provinces railway police and the third (which had been taken over from the Central Provinces district police some time after 1882) by the Rajputana-Malwa railway police.

In 1909 all th... adjoining States ... Commissioner.* ... under a Superintendent, and the whole force since 1917 has been under the administrative control of the Deputy Inspector-General, Crime and Railways.

The Central Provinces have thus had experience of the district system, the railway administration system, and the existing provincial system.

Assam.

68. Shortly after the completion of the Assam-Bengal Railway to Badarpur in 1896, it was arranged that, as the greater portion of the line then open fell within the boundaries of Bengal, the policing of the entire line up to Badarpur should be under the control of the Assistant Inspector-General, Eastern system of Railways, Bengal, subject to the Inspector-General of Police, Bengal. It was not till 1902 that Assam had a railway police force of its own. This force was for the Gauhati section of the Assam-Bengal Railway.

On the amalgamation of Assam with Eastern Bengal in 1905, the whole of the railway police on the Assam-Bengal Railway came under the Government of the new Province. After the reconstitution of Assam in 1912, it was

* Home Department Notification No. 1153, dated the 31st December 1909.

decided* to adopt the arrangement sanctioned by the Government of India in their Resolution on the recommendations of the Police Commission and to bring the whole of the Assam-Bengal system under the Assam Government.

The policing of the section of the Eastern Bengal Railway which lies within the province of Assam north of the Brahmaputra was at first under the Government of Bengal but in 1908 was transferred to the Government of the new province of Eastern Bengal and Assam. Before this province came into existence, the Government of India in their orders on the report of the Police Commission had proposed to treat this portion of the line as an exception to the general rule and to permit Bengal to retain jurisdiction, and when the question of its treatment came up again after the redistribution of 1912, it was decided to leave the police arrangements in the hands of the Bengal Government.

69. It has recently been proposed that the Government of Bengal should take over that portion of the Assam-Bengal Railway which lies within the boundaries of Bengal and that the portion of the Eastern Bengal Railway which runs through the Districts of Goalpara and Kamrup in Assam should be taken over by the Assam Government. The effect of this would be to complete the provincialization of the railway police in Assam.

The Committee is hardly in a position to make definite recommendations on the questions involved, if only because they have not had the opportunity of hearing the views of the Bengal Government. They have, however, recommended that the provincial system with certain improvements should be retained throughout India, and they think that the burden of proving the existence of special circumstances which make the system unsuitable or a change undesirable, rests on those who seek to make or preserve exceptions. They understand that the present proposals had their origin in the difficulties experienced in the Dacca and Mymensingh districts, and where extra-provincial jurisdiction has led to difficulties in practice, the case against it is *primâ facie* a strong one. They think too that it is generally undesirable that places like Chandpur and Chittagong should be policed from outside the province. The case for a change on the section of the Eastern Bengal Railway in Goalpara and Kamrup, north of the Brahmaputra, is not such a clear one, but the question whether the inconvenience to the Eastern Bengal Railway authorities is sufficient to counterbalance the advantages of provincial control on this particular section of line from the point of view of general efficiency is one on which we cannot venture to express an opinion.

North-West Frontier Province.

70. The North-West Frontier Province was a part of the Punjab until the end of 1901, but the Punjab Government continued to police the trans-Indus portion of the North-Western Railway until 1914. In that year control was transferred to the Chief Commissioner and the Inspector-General of Police of the North-West Frontier Province.

The correspondence shows that the Chief Commissioner asked for the transfer mainly on the ground of administrative convenience which it was thought would be greatly promoted by the control by one authority of all the police in the North-West Frontier Province. It was argued that this would facilitate recruitment and postings as well as the introduction of such changes in the *personnel* as might be deemed suitable to local needs, while a closer co-operation and more frequent interchange of communications between the district and railway police might also be anticipated if both forces were brought under the same administration.

The circumstances of the North-West Frontier Province, like those of Baluchistan, are different from those of most other provinces, but the reasons given for the transfer show that the policing from outside of the short length of railway beyond the Indus led to administrative inconvenience.

The railway police are in charge of a Deputy Superintendent who has the powers of a Superintendent.

Baluchistan.

71. In Baluchistan the railway police and the district police form one force under the control of the Political authorities. Up to 1897 the executive police officers were two European inspectors. In that year a Superintendent was appointed to hold joint charge of the railway and the district police, and this arrangement is still in force.

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* Home Department Notification No. 250, dated 6th April 1916.

CHAPTER IX.

THE RAILWAY POLICE—*contd.*

(ii) *Organization*—contd.

(b) *Recommendations.*

(1) *The advantages of the provincial system.*

72. The Police Commission of 1902 declared themselves against the railway administration system on the ground that it "involves a police force under one local Government working within the jurisdiction of another, an arrangement which has been condemned by nearly all witnesses who have had experience of it especially in Sind, though it is not unnaturally favoured by many railway
. The Commission
hesitation in say-
s obtained from
adherence to the principle of provincial unity."

They condemned imperialization, which they regarded as a development of the railway administration system, because—

"The unit of police administration is the province and a departure from this principle in the case of the railway police would greatly weaken the co-operation between that force and the district police, a co-operation which is admitted by all to be essential for efficiency in police work. It would also render impossible the connection between the railway police and the proposed provincial Criminal Investigation Departments, and would thus deprive the latter of a most valuable auxiliary staff."

73. When the report was referred to local Governments for opinion, they were unanimously in favour of the provincial system, and most railway administrations appear to have agreed with them. Whether local Governments are still unanimous on the subject, we are unable to say, but the four which have favoured us with their views, are all against imperialization. The Bihar and Orissa Government prefers the present system though it declares itself open to conviction. The Punjab Government has contented itself with giving general approval to the views of the Inspector-General which are unfavourable to a change. The Government of Assam have themselves put forward proposals which run counter to imperialization, while the administration of the North-West Frontier Province is definitely opposed to it. As recently as 1916, the Government of the United Provinces expressed itself as still in favour of the provincial system.

In practically every province the higher police officers are against imperialization. In the United Provinces it finds some support among superintendents but
ist it. In the Punjab, a small committee
he railway police in 1918 expressed them-
the present Assistant Inspector-General
who was one of the two members of the Committee, has informed us that he does not regard it as a practicable system in existing circumstances.

74. On the other hand, almost all the railway officers we have examined are in fav
uld be
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The
Agent* of the Great Indian Peninsula Railway, however, told us that he preferred the existing system while the Agent and the General Traffic Manager of
the South
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75. We regard imperialization as the necessary corollary of the railway administration system, and the issue is now, more definitely than in 1902, that of imperialization *versus* the provincial system. It is one on which there is a sharp difference of opinion between the railways and the police, the local Governments, so far as they have declared themselves, siding with the police.

* Mr A. C. Rumboll, C.I.E., C.B.E.

If the railways were opposed to the local Governments and the police on a question which was in substance one for railway experts, it would be natural to conclude that there was a *primâ facie* case in favour of the railways. Here the question relates to the circumstances under which the police can best discharge their duties, and it must be admitted that there is a *primâ facie* case in favour of the view held by the great majority of those who are most conversant with problems of administration in general and police administration in particular.

76. Imperialization is moreover in two respects contrary to the spirit of the times. A strong case would be required to justify us in recommending the removal of what is now a branch of the provincial police force from the control of the provincial Governments, in view of the rapid trend of events towards provincial autonomy which is the inevitable result of the recent reforms. We have to look forward to a time, not far distant in some provinces perhaps, when the administration of the police will be transferred to popular control. When that time comes, we think it possible that the intrusion of an imperial department not responsible to the local Council, might be resented and for this reason, if for no other, we should feel compelled to advise against calling into existence an agency of this nature, marked out for the likelihood of dissolution before the new constitution is many years older. Secondly, it seems more than ever necessary to maintain the control of the provincial Governments over the whole of the police force working within provincial limits in view of the prevalence of strikes at large railway centres, and the probability that the railway police will be called on more frequently than in the past to assist in the preservation of order. A recent instance in point is the case of the Lillooah strike. The Bengal-Nagpur line up to distant signals of Howrah is policed by the railway police of Bihar and Orissa, and when violence was threatened at Shalimar, problems arose which were only solved by a reference to the Inspector-General at Ranchi.

77. The opposition of the local Governments and the police witnesses to imperialization is based mainly on the belief that if the control of the local Government and the local Inspector-General is removed, it will be even more difficult than it is at present to secure the co-operation of the district police which all admit to be a condition essential to success in dealing with railway crime. It is true that under the present system there is not always that degree of co-operation which is to be desired but, as one witness said to us, the same might be said of the co-operation between adjoining police stations. The problem is really a simple one when reduced to terms of human nature. Witness after witness has said to us in almost identical words—"The district police have their own work to do, and you cannot expect them to take an interest in cases for which they are not responsible. And without interest, you will never get really intelligent assistance. Consequently everything depends on the personal qualities of the officers concerned. One man will get help where another would fail."

It can hardly, we think, be argued that under an imperial system, co-operation with the district police would be improved. The utmost that can be said, even by the advocates of imperialization, is that it could not be more ineffectual than it is at present. This, however, seems to be a distorted view of the truth. In Madras, we heard few complaints of lack of assistance. In Bengal, the Inspector-General told us that relations had improved since the railway police were brought under the Range Deputy Inspectors-General. The Government of Bihar and Orissa say that no complaints have come to their notice, the Inspector-General of the Central Provinces says that the co-operation between the railway police and the district police is as close as that between district and district, and the administration of the North-West Frontier Province expresses itself satisfied with the relations between the two branches in that province. In some provinces, no doubt, there is room for improvement but much can be done if the superior officers of the police will give the matter their attention.

78. We have little doubt that under an imperial system, the railway police would get less assistance from the district than they do at present. They would

be looked on as strangers*. Their officers would not be on the same terms with the district police officers as under the present system when both belong to the same service. It is possible, as one witness suggested to us, that they would look on themselves as belonging to a superior service, and rouse resentment by showing what they felt. Differences might develop which could only be settled by the intervention of the Government of India and might lead to lasting ill-feeling between the services.

79. *We have so far considered the question mainly from the police point of view*, but we think it can be shown that practically all the advantages claimed from the railway point of view for imperialization and the railway administration system can be obtained on the present provincial basis if the reforms we recommend are carried out. Those advantages are briefly :—

(1) *continuity of investigation*,

(2) uniformity of procedure,

(3) reduction of correspondence,

(4) better co-operation and closer touch between the railways and the police, and

(5) improvement in the quality of the higher officers of the railway police.

The first of these will be secured by the improvement in the provincial investigating agencies proposed by us in paragraphs 88—90 below.

The creation of a Central Bureau under an advisory officer recommended by us in paragraphs 86-87, will tend to secure uniformity of procedure so far as it is desirable with due regard to provincial conditions.

As regards the claim that the railway administration system would lead to a reduction of correspondence, several of the railway witnesses whom we have examined seem to be under the impression that if an officer of the standing of a Deputy Inspector-General were put in charge of the railway police on a trunk line, the railway administration would correspond entirely with him. This, we think, is a misapprehension. Most of the correspondence between railway headquarters and the railway police refers to matters of detail, such as claims, missing goods ... would be a waste of time to correspond ... s a post office. ... bulk of the correspondence would still be with the local police officers. ... it were possible, as it might be, to reduce the number of local police officers, the actual number of letters issued would hardly be reduced, as each case must have its own series of letters. We think, therefore, that the advantage claimed for the railway administration system on this score will not bear examination.

Better co-operation and closer touch between the railways and the police ... of something which all police ...

to the limits of a single province in a distinctly worse position than they occupy at present. Where the railway police are controlled by the local Government ... the administrations of such railways ... control ... om this, ... tisfying ... rintendents and railway officials, we should hear very much less of the lack of cordiality ... than we do at present. We think, moreover, ... to some extent ... pose of bringing them into closer accord.

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* For interesting side-lights on the practical working of extra-territorial jurisdiction in the Central Provinces and Sind in 1902, reference may be made to the extracts given in Appendix C, which were laid before the Police Commission.

Lastly, it is claimed that imperialization would tend to keep officers permanently in the railway police and make them specialize in railway work and that it would help towards the pooling of experience. So far as the pooling of experience is concerned, the Central Bureau we have proposed will do all that is necessary, but the permanent retention of police officers in the railway police would be no advantage unless there was a certainty of getting good men to start with. Under the existing system it is always possible to get rid of an officer who is lacking in tact or capacity, but under an imperialized system, the railways would probably be saddled with him for the whole of his service. As we explained in Chapter V, we believe that if the railway police are properly equipped for the work that they have to do there will be no lack of efficient recruits.

For the reasons given by us in this and the preceding paragraphs, we have after full consideration come to the conclusion that the provincial system should be retained, with the improvement suggested in paragraphs 86-87.

80. *The English System.*—We have been shown some interesting notes by Mr. Robertson, Inspector-General of Police, Bombay, on the English system of railway police, from which it appears that on English lines the railway police are a department of the railway, paid by the railway company and not subject to inspection by Government. The men are enrolled as special constables under the Companies' Acts and their power of arrest is very much the same as that of a private person under Section 59 of the Criminal Procedure Code. On some lines but not on all, they are employed as watchmen and the amount of investigation done by them varies. On some railways the investigation is almost entirely in the hands of the county police.

We do not think this system suitable for existing conditions in India. We have seen that the first condition of success in India is *co-operation* with the district police. We have found that this co-operation is never easy to secure even where the district police and the railway police are members of the same force. But the difficulties would be increased indefinitely if the railways had their own police without anything to bind them, either in the shape of common traditions or common control, to the force on whose assistance they depended for their success.

Another point which has been put to us is that for the proper discharge of their duties in connection with law and order, it is essential that the railway police in India should be servants of Government and that as employees of a company they would not carry the necessary weight. This argument, we think, is deserving of attention.

(2) *The need for a Central Bureau.*

81. It has been pointed out above that in 1904 the local Governments unanimously agreed with the Police Commission that imperialization was undesirable, that those local Governments who have given us their opinion are still against it and that they have the support of the great majority of police officers throughout the country. An imperial service, however, is one thing and a central bureau of information is another. The latter is what the Police Commission recommended and what the Government of India intended to create when they issued their resolution of the 21st of March 1905 on the recommendations of the Commission. The following passages in the report and the resolution will make this clear.

82. In paragraph 166 of their report, the Commission wrote that they had been

"much struck with the ignorance of most superintendents of what is going on outside their own districts and with the want of co-operation between police officers of different districts."

In view of the assistance criminals derived from improved communications, it was essential, they held, that there should be combined action on the part of the police.

"There must be systematic attention to professional offenders and criminal tribes and classes, combined arrangements for dealing with crime on main roads, rivers and railways and cordial co-operation between officers of different districts. .... There must be a proper system for securing regular information of the operations of organized crime, well-regulated communication of intelligence from one district or province to another, combined action

is rapidly increasing and with it the amount paid by railways as compen- n for losses Yet there is still in most provinces the same parochialism that Commission complained of. In paragraph 174 of their report, they wrote :—

> "In the course of their enquiries throughout India the Commission have been deeply impressed with two facts. The first is that much of the defective administration of the police is due to the ignorance that exists in one province of what is going on in another. Not only is there often profound and disastrous ignorance of details

Methods in the railway police are still in places wooden and antiquated, and investigations are not infrequently conducted as though detection were only a secondary object. There is still a lack of co-operation between the forces of different provinces and a lack of understanding between the railways and the police.

tions of the officer in charge would be—

(i) to collect and distribute information of interest to the railway police about railway crime and the methods of dealing with it,

(ii) to [illegible] local Governments, the Railway [illegible] and Inspectors-General of Police [illegible] y police administration.

He should spend a considerable portion of his time on tour and should make a point of conferring with the railway and police authorities in every province he visits. He should draw up notes embodying the results of his observations and containing suggestions for improvements in working, and copies of these notes should be sent to the Government of India and also to the local Governments and railway administrations concerned.

The central bureau must be subordinate to the Home Department. The officer in charge must, we think, be an officer of the standing of an Inspector-General. An officer of lower status would not be able to deal with Inspectors-General and Agents of railways on terms of equality. Colonel Kaye, the Director of the Intelligence Bureau, is not in favour of the amalgamation of the new bureau with his own. It is doubtful whether the Director of the Intelligence Bureau would have time to exercise any real control over the work of the officer in charge and we think the simplest solution would be to create a separate bureau under an officer who might be styled Director, Railway Police Bureau.*

(3) The need for Special Detective and Investigating Agencies in the Provinces.

88. The terms of reference direct us to report how far the shortcomings of the railway police are due to defecti[illegible] of investigation. *Taking their methods*

detectives.

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*Mr. Nakl desires to add that while not entirely out of sympathy with the proposal for a central bureau, he is not convinced that there would be enough work to justify Government in creating one.

The Central Criminal Investigation Department has specialized more and more in one particular form of intelligence, so much so that the very title of the department has been changed.

85. It may, however, fairly be claimed, that, so far as the Government of India are concerned, the need for a Central Bureau of Information affecting railway police work is *res judicata*, and that all that is now required is to give effect to the orders of 1905.

The need for such a central agency is still keenly felt. Mr. L. Robertson, C.S.I., C.I.E., Inspector-General of Police in Bombay, said :—

> "What we really want is a Director-General of Crimes and Intelligence for the whole of India. We should form a central bureau of crimes and information which would have no executive authority. It might have a number of expert detectives on its staff who will be available to go anywhere they were required and to advise the local officers when any special form of crime takes place. But its main function will be to obtain and systematize information."

Mr. Holman, Deputy Inspector-General of Police, Bombay, writes :—

> "The only improvement I can suggest is the appointment of a Director of Railway Police for the whole of India. Such an officer would ensure uniformity of methods. He would also be responsible for the collection and dissemination of information. He would not interfere in the internal economy of the force."

and in his oral evidence he said—

> "One case in which such an officer's functions would come in would be the registration of offences by the railway and district police in regard to which the system differs in different provinces. The duties of the Director would be to co-ordinate systems in different provinces and collect and disseminate information having particular reference to railway police work."

Mr. Deighton, Inspector-General of Police in the Central Provinces, expressed the view that—

> "It would be desirable to have a senior railway police officer attached to the Railway Board in a position somewhat analogous to the Director of Central Intelligence. He would be responsible for securing uniformity of procedure in the railway police throughout India and the appointment would result in the various railway police systems carrying weight with railway administrations. Such an officer should, however, have nothing whatever to do with the internal administration of the various railway police forces. He may be assisted by a small detective force for each railway."

Mr. C. Stead, O.B.E., M.V.O., Assistant Inspector-General, Railway Police, Punjab, suggests—

> "the creation of a central authority having the same relations with provincial railway police forces as now obtain between the Government of India, the Central Intelligence Bureau and the Provincial Criminal Investigation Departments. The Central Bureau should be under a Director-General assisted by a Deputy Director with an efficient and representative subordinate staff."

In his oral examination he explained that the main functions of the central bureau would be the collection and analysis of information and the introduction, so far as possible, of a uniform procedure, but he contemplated also a bureau which would deal with railway cases which have wide ramifications and would be able to depute men who would act as *liaison* officers between the provincial agencies.

The superintendent in charge of railway police in Sind, though he is in favour of maintaining the present provincial system of organization, is of opinion that "a high police official—Director or Inspector-General of Railway Police in India —should be appointed to deal with important questions and, where necessary, take them before the Government of India."

86. We are convinced that the case for a central bureau of information and advice for the railway police is stronger than ever. Since the Commission wrote the railway mileage has increased 50 per cent. and the number of passengers carried 171 per cent. while the tonnage has more than doubled. Crime, as we have

shown, is rapidly increasing and with it the amount paid by railways as compensation for losses. Yet there is still in most provinces the same parochialism that the Commission complained of. In paragraph 174 of their report, they wrote :—

> " In the course of their enquiries throughout India the Commission have been deeply impressed with two facts. The first is that much of the defective administration of the police is due to the [illegible]
> [illegible]
> is that unsound principles and methods are maintained without the Government of India having any knowledge of them."

Methods in the railway police are still in places wooden and antiquated, and investigations are not infrequently conducted as though detection were only a secondary object. There is still a lack of co-operation between the [illegible]

[illegible] in another. We believe that if full effect had been given to the orders of 1905, many of these shortcomings in railway police work would long ago have disappeared, and [illegible] given the rail [illegible] The presence [illegible] prevalence o [illegible] central agency which did not exist when the Commission wrote.

87. The officer in charge of the bureau would have no powers of control over the provincial railway police. He would stand to them merely in the position of adviser. We do not think it necessary to suggest that a staff of detectives should be attached to the bureau as we are recommending that special investigating agencies should be created in all provinces where they do not at present exist. The functions of the officer in charge would be—

- (*i*) to collect and distribute information of interest to the railway police about railway crime and the methods of dealing with it,
- (*ii*) to advise the Government of India, local Governments, the Railway Board, railway administrations and Inspectors-General of Police on matters connected with railway police administration.

He should spend a considerable portion of his time on tour and should make a point of conferring with the railway and police authorities in every province he visits. He should draw up notes embodying the results of his observations and containing suggestions for improvements in working, and copies of these notes should be sent to the Government of India and also to the local Governments and railway administrations concerned.

The central bureau must be subordinate to the Home Department. The officer in charge must, we think, be an officer of the standing of an Inspector-General. An officer of lower status would not be able to deal with Inspectors-General and Agents of railways on terms of equality. Colonel Kaye, the Director of the Intelligence Bureau, is not in favour of the amalgamation of the new bureau with his own. It is doubtful whether the Director of the Intelligence Bureau would have time to exercise any real control over the work of the officer in charge and we think the simplest solution would be to create a separate bureau under an officer who might be styled Director, Railway Police Bureau.*

(3) The need for Special Detective and Investigating Agencies in the Provinces.

88. [illegible] railway [illegible] of dealir [illegible] tendency to shirk investigation on the ground that a case is primarily one for the police of another jurisdiction. The second is the very limited use that is made of detectives.

*Mr. Nall desires to add that while not entirely out of sympathy with the proposal for a central bureau, he is not convinced that there would be enough work to justify Government in creating one.

In regard to the first of these defects, it must be remembered that the great difficulty in railway police work is to locate thefts. When a case is first reported, there may be nothing to show in which of half a dozen jurisdictions the offence was actually committed. The Criminal Procedure Code allows the case to be taken up in any one of them, but station officers often waste valuable time in arguing which of them is primarily responsible. It requires constant watchfulness on the part of inspecting officers to keep this tendency within bounds.

At the same time, there are many cases in which the only chance of success is to detail a special officer for the investigation. The proportion of cases in which it is necessary to carry the investigation beyond the limits of the police station where the offence is registered is very large* and if the investigation of such cases is left to the station officer, it may entail long absences from his headquarters. His responsibility for the ordinary work of his station continues and his anxiety on this account inevitably tends to prejudice the success of his investigation. On the other hand, where a special officer is appointed he can concentrate his whole attention on the particular case. He can carry the investigation through to its conclusion without regard to the boundaries of police stations or even of provinces and he will get much more assistance from the police of other jurisdictions than a station officer whose main anxiety is to shift responsibility for the case on to some police station other than his own. The defects due to distance hamper the police and favour the criminal in other cases besides those of theft from running trains, and the large variety of cases investigated by special agencies in provinces where they exist shows the wide use to which they can be put.

The second defect in method to which we have referred is the insufficient use that is made of detectives. Without the use of detectives it is impossible to cope with frauds involving collusion between consignors and loading clerks, cheating by booking clerks, pilferage of fruit, thefts from passenger trains, thefts of railway material and other forms of railway crime.

89. These considerations point to the need for a special detective and investigating agency. On this point railway police officers throughout India are almost unanimous and many railway officials have pressed the matter on our attention. In Bengal, the Punjab, Bihar and Orissa and the Central Provinces, such agencies have already been established. The following statement shows the number of cases dealt with by them :—

Province.	1919.	1920.	1921 (up to 16th March).	Remarks.
Bengal	115	166	..	
Punjab	..	14†	37	† The staff did not start work until the latter part of the year.
Central Provinces ..	24	14	..	

In Bihar and Orissa the force is primarily a force of detectives. They do not as a rule investigate, and we were informed that on the East Indian Railway owing to shortage of men it has not yet been possible to employ the force on the duties for which they were intended. The Government of Bihar and Orissa informed us that on the Bengal-Nagpur and the Bengal and North-Western Railways the system had up to date given no marked result, but they expressed the opinion that if specially selected and trained officers and men were employed, they would undoubtedly prove useful.

*We have obtained figures for the investigations made during 1919-20 at eight important railway police stations in the United Provinces, the Punjab, Sind and Delhi, and find that 48 per cent. of the cases necessitated enquiries from other police stations. Of the total number of investigations at seven of these stations, 3·5 per cent. involved enquiries beyond the province. We have excluded Delhi as there is some doubt about the figures.

In Bengal the functions of the department are thus described in the rules for its working :—

> The Detective Department is an investigating staff and not merely an advisory staff and shall investigate all ... mitted ... Departr ... goods wagons and ... Railway Police, considers the Detective Department can be usefully employed subject to the principles laid down in these rules"

The Department also maintains lists of notorious receivers and important absconders, and notes on gangs and criminals as well as district crime maps. The Inspector-General informed us that the cases actually investigated included cases of murder, poisoning, drugging, outraging female modesty, unnatural death, running train robberies and thefts of goods and passengers' luggage, mail van thefts, thefts of arms and ammunition, thefts from godowns and platforms, thefts of railway and telegraph fittings, forgery, cheating, etc. The staff employed in the three sections consists of 3 inspectors, 13 sub-inspectors, 8 assistant sub-inspectors and 57 constables.

In the Punjab the system of work is thus described in the rules of the Central Investigating Agency :—

> All matters connected with (railway) crime are dealt with in the office of this Agency which by means of analytical crime maps watches carefully the incidence of crime, issues appropriate instructions to local off ... details ... special ... or more jurisdictions. It sends detectives to look out for pick-pockets, *thags** and other professional criminals and when crime becomes epidemic in any particular section of the line, details a strong staff to tackle the situation."

The executive staff consists of 3 inspectors, 3 sub-inspectors, 14 head constables and 50 constables and is directly under the control of the Assistant Inspector-General. The cases dealt with include cases of murder, poisoning, embezzlement of railway funds, cheating, theft, misappropriation of goods in transit, obstructions on the line, and cases under the Excise Act.

In the Central Provinces there is one inspector attached to each of the two sections. The cases investigated include cases of murder, theft, cheating, theft of mails, embezzlement, dacoity, obstructions on the line, and opium smuggling.

90. The methods of dealing with railway crime are bound to improve if they are made the subject of scientific study by experts, and we consider the establishment of a special ... if the rail ... over, that ... this natu ... *personnel* on which we have commented elsewhere.

(4) *Administration of the Railway Police within the Province.*

91. The Government of India, in their Resolution of the 21st March 1905, accepted the view of the Police Commission that the railway police should be under a Deputy Inspector-General who should also be the head of the Provincial Criminal Investigation D... that the railway police would prove a valuable auxiliary staff to the Criminal Investigation Department. The ... dingly been abandoned after trial ... Punjab and Bihar and Orissa. ... Provinces, though the Inspector-General of the latter is in favour of appointing a separate officer for railways.

*It is explained that *thags* mean thieves who drug their victims.

In Bombay and Bengal the control of the railway police is now merged in the ranges and Bihar and Orissa is adopting this system. In the United Provinces the Deputy Inspector-General in charge of railway police holds concurrent charge of a small range consisting of seven districts. The Punjab is the only province in which the railway police have been constituted a separate charge.

92. What we may call the range system is defended in Bengal on the ground that it tends to produce closer co-operation between the railway and the district police. In Bombay it is condemned by the principal police witnesses because officers in charge of ranges have not sufficient time to devote to railway police work, and a separate appointment for the railway police is recommended.

The question is one which must be left to the different local Governments to decide, but where the charge of the railway police is combined with that of a range or the Criminal Investigation Department, there must always be a risk of railway work being neglected. Apart from that, the appointment of a separate administrative officer for the railway police, is, it seems to us, the best method of ensuring that the control shall be in the hands of an officer who really understands and specializes in railway police work. This is certainly not the case in all provinces at present and the Committee do not believe that the best results will be obtained until there is in every province a separate administrative officer in charge of the railway police. It appears rather an expensive arrangement to have a separate Deputy Inspector-General for a force which is so much smaller than that controlled by the Deputy Inspector General of a range, and we think it is quite sufficient to appoint an officer of the rank of Assistant Inspector-General.

93. We recommend further that wherever possible, the experiment should be made of putting Deputy Superintendents in charge of sections with the powers of Superintendents. Something approaching this has been tried and is working well in the Punjab, where the 4,000 miles of line have been divided into four sub-divisions, each under a Deputy Superintendent. This system would have the advantage of economizing officers of the Indian Police and giving new openings to the Provincial Service. We recognize that the case of the Punjab is exceptional as almost the whole of the province is served by one railway and the Assistant Inspector-General is stationed at the headquarters of that railway, but we are of opinion that other local Governments should be invited to consider the extended employment of Deputy Superintendents in the railway police.

94. Another feature of the new system in the Punjab has been the abolition of divisional inspectorships, and in the United Provinces these appointments are apparently regarded as the weak spot in the system. We have not heard the same complaint elsewhere, mainly because inspectors in other provinces are almost exclusively Indians who have received training as sub-inspectors and are already qualified for the work of inspectors at the time of their appointment. The experience of the Anglo-Indian inspector, on the other hand, is limited to what he has been able to learn in the reserve lines, and, as we have mentioned elsewhere, the prospects in the police are no longer sufficient to attract the best class of Anglo-Indian boy. The abolition of inspectorships would probably necessitate an increase in the number of Deputy Superintendents, which would lead to increased efficiency. The question is not one on which we venture to make a definite recommendation, but the idea should be ventilated and considered by local Governments.

(5) *Training.*

95. No province, except the Punjab, appears to have any special system of training railway police officers and men. In the Punjab the system is in its infancy. Officers are attached to the special Investigating Agency and constables who are unable to attend the central police training school are put through a simple course of law and procedure in the railway police lines.

In Madras and Bombay, the view is held that no special training is necessary. This view has received the support of a few officers elsewhere, but the great majority of police witnesses in other parts of India are in favour of some form of special

training which should include the study of the Railway Act, the methods of railway thieves, seal checking, signalling, the line-clear system, the routine observed in booking and parcel offices and goods sheds, railway methods of enquiry into missing goods, and so on.

[illegible]

there is so much that is peculiar to the work of the railway police that arrangements should be made for a special course of training for all ranks. It is no doubt true that the experience of a few years will give most men all they want, but with special training they will acquire it more rapidly and more systematically. In some provinces it may be possible to arrange for the deputation of gazetted and non-gazetted officers to the railway for a study of traffic working. Where Central Investigating agencies are established as recommended by us, it will always be possible to attach officers for training, while special courses should be arranged for constables and head constables at the central training school or in the railway police reserve lines.

(6) *Strength and Reserves.*

96. In almost every province we have visited we have been informed by both police and railway witnesses that the railway police are undermanned. The question of strength is essentially one for the local Governments concerned, and we could not advise on particular cases without a detailed examination of local features [illegible] ion of the watch [illegible] be possible, after [illegible] other hand, the creation of a special investigating agency will entail additions in certain provinces.

Another question which must be left to local Governments is that of the provision and strength of reserves. In some provinces it has been found possible to draw on the district police for special occasions such as fairs; in others police witnesses have asked for a separate reserve for the railway police. The question must be decided in the light of local conditions, and we do not feel able to suggest any general principles for guidance.

(7) *The need for a uniform manual.*

97. There are only two provinces which have separate manuals for the railway police. Elsewhere the rules regarding the railway police are contained in one or more chapters of the general Police Rules. The proposal for a uniform police manual for the whole of India, made by the Police Commission, was rejected by the Government of India after consulting local Governments and Administrations, the majority of whom were in favour of the proposal. It appears that the Government of India came to this conclusion with some reluctance, as in their letter asking for opinions, they expressed the view that uniformity was desirable. The proposal of the Police [illegible] police manual and its [illegible] a uniform railway poli [illegible]

The Inspectors-General o[illegible] General of Police in the Unite [illegible] railway work are in favour of [illegible] same opinion, while the railw[illegible] reduce the number of variations in procedure.

We agree that uniformity of procedure is desirable in such matters as the registration and [illegible] co-operation wi [illegible] of the Central [illegible] manual for consideration by local Governments. He should at the same time take up, for the railway police, the suggestion of the Police Commission which was approved by the Government of India that certain important police records and registers should be maintained in a common form and under a common name throughout India.

CHAPTER X.

THE WORKING OF THE RAILWAY POLICE—SOME CRITICISMS AND SUGGESTIONS.

(1) *Criticisms by railway officers.*

98. The criticisms of police working made by railway officers are mainly:—

(1) that they do not do enough to prevent crime, especially thefts from running trains;

(2) that they are slow in taking action: and

(3) that their investigating staff is inefficient and that their investigations are not carried through.

The first of these criticisms raises the question of the stage at which railway officers are justified in calling on the police for assistance in the prevention of crime. In one province we found that a claim had been put forward on behalf of a railway company that the responsibility for protecting goods on running trains rested with the police. The claim was based partly on the fact that though the protection of standing wagons was one of the specified duties of the watch and ward, the duty of protecting running trains had never been expressly imposed on them.

This position is clearly untenable. We can see no valid ground for holding that responsibility of the railway comes to an end when the loaded wagons leave yard. The law imposes on the railways the duty of protecting at all times the perty entrusted to them. Their legal obligations are those of a bailee under ion 151 of the Indian Contract Act. They are obliged to take as much care of ds entrusted to them "as a man of ordinary prudence would, under similar umstances, take of his own goods of the same bulk, quality and value". Cir-istances may arise in which a man of ordinary prudence would ask the police for stance in the discharge of his obligations. He would know that the police are nd to do what they can to prevent offences, but he would not expect them assist him unless he could show that there was a reasonable likelihood of an nce taking place. The railways are in the same position. The exact degree of lihood is no more capable of precise definition than the exact amount of care ected of a bailee, but where there are repeated thefts from running trains on a ticular section of a line, the police are bound to give assistance.

The position in regard to thefts from yards is the same. We have heard it ued that the great majority of railway thefts are committed by railway servants, and that it is no part of the duties of the police to interfere. Caution is undoubtedly necessary. We have been informed of several cases in which police intervention has caused a strike among the menials, but where thefts have repeatedly occurred, and the railway officers ask for help, it should be given without hesitation.

The case as regards trespass is different. The prevention of trespass is essentially a duty of the watch and ward, and the Railway Act gives them powers for the purpose. It is, however, the duty of the police to prevent offences of all kinds, non-cognizable as well as cognizable, and cases for police intervention may arise, as for example where the stoppage of trespass is desired as a means of preventing thefts.

In one province as a result of comments made by the Government Inspector for Railways on the number of trespassers who had been run over on a certain line, it was proposed that the police should be asked to prevent trespass. It was urged that railway watchmen have not the moral force necessary to enable them to use such powers as they possess. We should hear less of this difficulty if the watchmen were members of a uniformed and disciplined force, but the prevention of trespass on railway property is primarily a matter for the railway and the fact that prevention is desired in the interests of the trespassers does not alter the position. The railway creates the danger and it is for them to protect the public against it. But as we have pointed out the police have a certain duty in regard to the prevention even of trespass, and we think it would not be unreasonable for the railway authorities to ask the police to post sentries temporarily at particularly dangerous spots when they had themselves done all that they could to keep out trespassers and had failed

99 As regards the allegation that the police are slow in getting to work, the retort would certainly be that the railways are more to blame than the police. We think on the whole that the retort would be justified In almost every province we have visited we have heard the same complaint that the railway station staff will not report promptly. A month's delay is a frequent occurrence. A delay of eighteen months is not unknown. We recognize that this is partly due to the fact that the railways have to satisfy themselves that a cognizable offence has been committed before they report, but we do not think their enquiries are always as expeditious as they might be. We are told also that railway subordinates are dilatory in supplying the necessary information and documents; that they send on wagons which arrive with broken seals to their destination without checking them and that there is delay about giving open delivery where open delivery is necessary for the purpose of ascertaining the nature of the property stolen. They are also accused of apathy, if not of actual hostility, towards the investigating police.

It must be recognized that the railway police work in a very different atmosphere from the district police. The latter have the personal interest of the complainant as a constant stimulus. This interest is lacking in almost all railway police cases. It is the railway which reports The owner, as a rule, shows more interest in getting his claim settled than in finding the thief. Where he has no case for compensation, he generally prefers to write off the loss, as he cannot afford the time to dance attendance on the police. This attitude is well illustrated by the criticisms of the non-official witnesses who have appeared before us Their complaints were mainly directed against what they regarded as inadequate arrangements for the protection of property and for the settlement of claims. They showed, on the whole, little interest in the punishment of the actual thieves.

100. We do not wish to imply that the police are always as prompt as they should be. We have seen cases in which they were guilty of dilatoriness and half-heartedness, cases where investigation h[illegible] ground that the property stolen was unidentifiable [illegible] other police station, but the railway p[illegible] unless the higher railway authorities [illegible] the need of reporting obvious thefts at once, of completing the preliminary enquiry where necessary as rapidly as possible and of putting the police in possession without delay of all the relevant facts of the case.

101. The justice of the last of the three criticisms must be admitted and we have already made suggestions for the improvement of the investigating staff.

(2) Relations between railway administrations and the police.

102. The Police Commission of 1902-03 stated that, although any subordination of the railway police to the railway authorities was impossible, they considered that every endeavour should be made by the police to maintain the most cordial relations and the fullest co-operation with the railways. Their investigation showed that a good deal of friction existe[illegible] both sides Railway officials seemed to expect and demand to [illegible] too impatient of misunderstanding and criticism,

Relations have altered little in the last twenty years. In the lower grades fric-[illegible] had thing as its [illegible] superior officers. Where there is tension between them, [illegible] the lowest grades.

In one or two provinces the relations between Superintendents of police and railway officials have not been satisfactory. Railway officers no doubt sometimes appear not to realize the statutory limitations on the powers of the police or

the extent of their own obligations, but we consider that the responsibility for the maintenance of good relations rests primarily with the police. The railways still make large contributions towards the cost of the police force though the method of calculating the contributions has been changed, and they feel that so long as these arrangements continue they have a right to expect the consideration due to an employer. But the obligation which rests on the police has a more enduring foundation than an arrangement terminable at the will of the parties. The police are servants of the public and of the great public corporations, and it is their duty to see that the discharge of their functions is not made more difficult by unnecessary friction. Railway officers often complain of the aloofness of the higher officers of the police and this we believe is the explanation of a good deal of the friction which exists. The maintenance of personal touch is essential, and Inspectors-General and their Deputies should insist on it and should themselves make a point of getting to know the higher railway officials and discussing with them the working of the railway police. Many of the difficulties which arise among subordinates can easily be solved by the wider experience of their superiors, and personal discussion is the best means of removing misunderstandings. We lay stress on this matter as we can hardly believe that the relations which have existed between the police and the railways in some provinces could have been allowed to continue if the higher officers of the police had been in touch with the railway administrations. In one province we were told that the Inspector-General had not visited the headquarters of the local railway for four years.

(3) *Co-operation between the district and the railway police.*

103. The Police Commission attached great importance to the maintenance of the fullest co-operation between the railway and the district police forces and there is no police officer in India who would not endorse their opinion. They even went so far as to frame a set of rules for securing this co-operation but the Government of India came to the conclusion that the United Provinces rules were preferable though they made no definite recommendation for their adoption by other local Governments.

The instructions now in force on the subject in different provinces fall into two classes,—the general, and the detailed. The former type is found in Madras, the Punjab and the North-West Frontier Province, and the latter in Bombay, Bengal, Bihar and Orissa, the United Provinces and the Central Provinces. The detailed instructions have had no more effect in stimulating co-operation than the general exhortations. In the province where the instructions are fullest we found that no less than 262 thefts from running goods trains had taken place in nine months within the limits of a single police station, and out of these only three had been reported to the district police although it was hardly possible to deal with the thieves without their assistance.

From what we have seen in different provinces we are led to the conclusion that co-operation is not a matter of rules but of men. Where co-operation is deficient, the local officers are to blame and it should be the first duty of every railway police superintendent to insist on the cultivation of friendly relations between his men and the district police and to set an example in this direction himself. Without this, rules are mere print and paper, and we can only repeat that this question of co-operation calls for the constant attention of the higher police authorities. It is especially necessary in dealing with epidemics of theft from running goods trains.

(4) *Reporting of shortages.*

104. One of the most vexed questions in railway police procedure is the reporting of shortages. The Committee of 1882 recommended that police inspectors should be bound to carry out the instructions of District Traffic Superintendents as regards taking up enquiries after lost or missing goods. They admitted that it was impossible to say at the outset whether these cases were cases of theft or only of misdelivery, but they felt that the chances of success in the case of thefts would be sensibly diminished if the police were to take no action until the Traffic Department had satisfied themselves that the missing articles had been stolen.

The Police Commission of 1902-03 in paragraph 112 of their report wrote as follows :—

"The practice in regard to the investigation by the police of cases of 'shortages' or missing

The Committee of 1907, while agreeing with the Police Commission that police enquiries must be restricted to cases where there is a reasonable suspicion that a

crime being suppressed by railway subordinates. They mentioned that they had tried without success to ascertain in what percentage of reported cases missing goods were actually recovered.

105. There is still the same variety in practice that the Police Commission noted in 1902. The cases fall into two classes: (a) shortages discovered in wagons, the seals of which are intact, and (b) shortages discovered in wagons with missing or damaged seals.

As regards shortages from seal-intact wagons, in Bengal, Bihar and Orissa, and the United Provinces, the practice is that all cases are reported to the police but no action is taken by them unless special features indicate theft. In other parts of India, it is left to the railway official to decide whether there are any suspicious features in the case which justify report to the police.

We are convinced that the reporting of all shortages imposes on the police a considerable burden of unnecessary work. In the A Section of the railway police in the United Provinces we found that during the five years, 1915—1919 only 5 per cent of the cases reported were registered as thefts The vast majority of cases reported are petty shortages of food-stuffs. In Assam, where the system of reporting all cases of shortage was introduced in 1913, it was found in the first year after its introduction that out of 1,526 cases (in all of which investigations were made) only 146 or less than 10 per cent were ultimately classed as cases of crime.

The practice has been defended as we have said on the ground that it attracts the attention of the police to places where shortages from seal intact wagons are frequent and that where they are frequent there is sure to be dishonesty. This may be true but the same result can be obtained if the railway authorities will agree to send classified summaries of shortages to the Superintendent of police every fortnight or every month. We understand that this practice is already in force on one important railway.

106. The practice in regard to the second class of shortages, namely those from wagons with damaged or missing seals is more nearly uniform In Madras such cases are taken as cases of non-criminal shortages unless there are other features which indicate theft. In Bombay shortage accompanied by a broken seal is not accepted as sufficient justification for asking the police to investigate, and it is only where the wagon door is actually left open that reports are made as a matter of course, though we understand that on the Great Indian Peninsula Railway enquiries are made into cases of shortage from wagons with broken seals where the seals have been broken in a goods yard. The ground on which the Bombay procedure

other indication of having been robbed by outsiders. This position appears to us to be untenable, and we think that the police should register as crimes all cases of shortages from wagons with damaged seals as is already done in other parts of India.

107. As regards the method of report to the police, we have heard many complaints from police officers. The information given is said to be often defective and the police are handicapped by the vagueness or inadequacy of the information given. This is essentially a matter for arrangement between the local police officers and the railway administration concerned, and we have no doubt that the latter will always be prepared to give every assistance in the matter.

108. In one province we have found that telegraphic reports had been refused on the ground that they do not constitute information within the meaning of section 154 of the Criminal Procedure Code. This argument, though literally correct, is misleading, as section 157 authorizes an officer in charge of a police station to investigate whenever, "from information received *or otherwise*," he has reason to suspect the commission of an offence which he is empowered to investigate. In view of the importance of starting investigations as soon as possible, we think it very desirable that the police should not refuse to take advantage of the facilities offered by the use of the telegraph.

(5) *Seal checking.*

109. In paragraph 112 of their report, the Police Commission stated that the checking of seals was clearly the duty of the watch and ward staff and should not be imposed on the police. In paragraph 80 of the resolution of the 21st March 1905, the Government of India decided to leave the matter to the discretion of local Governments on the clear understanding that the functions of the police were merely auxiliary and that they accepted no responsibility. The Committee of 1907 gave their opinion as follows :—

> "Opinion among railway officers as to the utility of the practice varies largely. Some attach considerable value to it as forming a useful check on the railway staff. Others regard it as of little use. In the opinion of the Committee, seal checking is useful from the police point of view as a special measure for localizing thefts in the event of an outbreak of such crime, but it is ordinarily unnecessary for the police to perform this duty at all stations throughout the year. The Committee have accordingly adopted the view of the Police Commission and omitted seal checking from their list of duties, but it should be open to police officers to employ the investigating staff upon it when they so desire."

In Bengal, Bihar and Orissa, the Punjab, and the North-West Frontier Province it is definitely laid down that the examination of seals is no part of the duties of the police unless there is reason to suspect the commission of a cognizable offence. The United Provinces manual is singular in prescribing seal checking with the object of localizing theft as one of the duties of the railway police. In practice the railway police in almost every province have found themselves compelled to resort to seal checking for the purpose specified in the United Provinces manual. In Bombay, Bengal, the Punjab, Bihar and Orissa, the North-West Frontier Province and Sind it is done as a permanent arrangement at provincial boundaries and as a temporary measure at other places where thefts are frequent. In Madras seals are checked by the police at every railway police station and wherever thefts from running trains are common.

Most experienced police officers regard seal checking by the police as essential, and we suggest that the practical necessities of the case might be recognized by bringing the rules in every province into harmony with existing practice.

110. It has been impressed on us everywhere that seal checking is a duty which requires care and intelligence, for which constables and chaukidars are unsuited, and that it is a duty which is often scamped by the guards and others who are supposed to perform it. Where badly done it is seriously misleading, and some officers have urged that for its proper discharge it requires police officers of the rank of sub-inspectors. We hardly think it necessary to go to this length, though it is advisable to have sub-inspectors in charge at provincial boundaries. In ordinary cases we think that a literate constable, if properly trained, should be capable of doing what is required.

(6) Issue of Fire-Arms to the ...

111. The practi... vinces. The ... supplied with ... Province. In ... different pro... Provinces weapons are borrowed ... unjab, and the North-West Frontier ... portion of the force i... when required. In Madras it was urged on us by both railway and police witnesses that fire-arms should be issued to the railway police.

Our view is that in every province occasions arise for the use ... railway police and that the members of the f... them. Where their assistance ... can ... armament for the railway ... attacks ... orities.

(7) Thefts from unbooked goods.

112. It is not uncommon at certain places for merchants to allow their goods to lie unbooked on railway premises for considerable periods owing to shortage of wagons or other causes. Thefts from these unbooked goods occasionally occur, and in two provinces we have been informed that under local orders, the railway police refuse to register these offences as thefts, holding that they are really acts of misappropriation falling under section 403 of the Penal Code and therefore not cognizable. We think legal opinion should be taken as to the correctness of these orders in the provinces where they have been issued.

(8) The power of search.

113. The Police Commission in paragraph 111 of their report recommended that the officer in charge of a railway police station should be given the power of search in all district police station limits through which his section of the railway runs. They based this recommendation on the fact that the railway police work was often hampered by their being unable to search premises such as gatemen's houses, porters' lines and the like which are close to the railway but outside their jurisdiction, and that the delay thus caused was frequently fatal to success. The Government of India after consulting local Governments expressed their agreement with the Commission, but it does not appear that the recommendation has been acted on in any province except Assam.

The proposal has been revived by certain witnesses in Madras, the Punjab, and Bihar and Orissa. We think the power would be a useful one for railway police officers to possess, but at the same time it does not appear that in ... the want of it has been widely or deeply felt, or more ... have taken action on the suggestion when it was ap...

CHAPTER XI.

The Protection of Passengers.

114. In 1916, the European Association represented the need for bett... ...n of passengers travelling by night trains, and ... to the need for improving the police arra... ...lies the Government of India expressed the ... that the provision ...olice guards on passenger trains was generally adequate. Steps had also been ...en, or were under consideration, to ensure the safety of female passengers ... ...ing or other mechanical devices. Catches had been fi... shutters, and bars to lavatory wi... ...e tower bolts were fixed on the insi... second class com- ...ents reserved for ladies. Assaults on passengers, it may be remarked, are not ...ous considering the enormous number of people who use the railways and we heard next to no complaints based on the proved inadequacy of the ...g arrangements.

The provision of catches and bolts on windows and doors of third and intermediate class carriages does not appear to be necessary, but with a view to provide for the greater security of third and intermediate class female passengers the Indian Merchants' Association, Chittagong, and the Bengal Mahajan Sabha of Calcutta, suggested that a separate compartment adjoining the carriage reserved for females should be set apart for persons in attendance on female passengers or for their male relatives. The suggestion is one which might be considered by railway administrations. It has, we understand, been already adopted on the Eastern Bengal Railway.

115. Thefts of luggage from first and second class compartments have increased in frequency on some lines. The thieves generally get their opportunity when passengers are asleep, or in the refreshment rooms or dining cars. Door bolts should, we think, be provided for all first and second class carriages as is already done on certain lines and not only for compartments set apart for ladies. The drawback to an inside bolt is that passengers sometimes make use of it to lock others out and it has been suggested that a form of bolt which could be operated from the outside by the guard, as well as from the inside, would meet this difficulty. Any device of this sort would diminish the security the bolt affords, and the North-Western Railway are trying the effect of a notice appealing to the common-sense and good-feeling of passengers not to abuse the arrangements made for their protection. In case of abuse, there should be no hesitation in charging the passenger for a reserved compartment.

116. The protection of standing passenger trains is the duty of the police, and it seems hardly necessary to make suggestions as to how this duty should be discharged. We need only add that passengers are notoriously careless in leaving valuable property in their compartments exposed to theft.

117. Thefts from 3rd class passengers occur as a rule in passenger halls and the protection afforded by the police is often inadequate. We have heard repeated complaints that the police come on duty shortly before the arrival of a train and return to their quarters immediately it has left. This is due partly to undermanning and partly to defective supervision.

118. In all provinces except Bengal and Bihar and Orissa, police guards are sent with all passenger trains at night. In Madras, Sind, and the North-West Frontier Province they are sent with some, if not all, of the day trains as well. The strength of the guard in most provinces consists of a single constable and we have almost everywhere been told that one man is of very little use. He is apt to go to sleep and even if he is alert, he cannot watch the whole of a long train on a dark night. This view is undoubtedly correct. The strength of the patrol must vary with circumstances, but supervision is also important and in one province, where special attention has been paid to this question, the train guards in each case consist of two constables with a supervising patrol of one head constable for each two guards. In addition, sergeants are detailed twice a week for patrol duty.

In some provinces police guards travel in plain clothes. The weight of experience is against the practice where the guard consists of one man, as passengers and supervising police officers cannot find him readily unless he is in uniform. On the other hand, the man in uniform is useless for detective work. Where there is only one man, we agree that he should be in uniform. Where there are two it has been found useful to have one of them in plain clothes.

Pilgrim Traffic.

119. The Committee have not considered it necessary to make any recommendations in regard to pilgrim traffic. The questions involved are mainly of a sanitary nature and have been dealt with recently by the Government of India in the Education Department. Committees were appointed in Madras, Bombay, the United Provinces, and Bihar and Orissa, the four provinces which contain the most important pilgrim centres, under the chairmanship of the Sanitary Commissioner with the Government of India, who himself summarized the results in his letter No. 1170-Pl. G.-1-8 of the 27th September 1916 to the Secretary to the Government of India in the Department of Education. The orders of the Government of India

As regards the police arrangements, we have heard a few complaints from railway subordinates in southern [illegible] duty on the occasion of festivals [illegible] could make no recommendations [illegible] the festival season Beyond this, t[illegible] exactions by constables.

CHAPTER XII.

Summary of recommendations and conclusion.

(i) Summary of recommendations.

120. A summary of the recommendations of the Committee is given below. Those which they regard as of urgent importance are printed in heavier type.

(1) **The watch and ward should be properly organized as a railway unit under a superior officer at the headquarters of the railway and should be entirely removed from the control of the station staff.** (Paragraph 22.)

(2) There should be improved supervision over the handling staff by regular officers of the reorganized watch and ward or by special travelling inspectors, and travelling parcels clerks should be employed. (Paragraph 28.)

(3) Steps should be taken to discourage rough handling. (Paragraph 29.)

(4) District Traffic Superintendents should see that the system of handling contracts is not abused. (Paragraph 30.)

(5) **There should be more effective protection of goods in covered wagons (a) by riveting (or locking) and (b) by the fitting of protective plates to wagon doors.** (Paragraphs 34 and 35.)

(6) Improvements in the (a) lighting of station yards and goods sheds and (b) shed accommodation should be pushed on as fast as financial considerations allow. (Paragraphs 36 and 38.)

(7) More protection should be given to parcels at stations by the provision of moveable cages. (Paragraph 39.)

(8) The practice of unreasonable insistence on clear receipts should be checked and 'open delivery' should be facilitated. (Paragraph 42.)

(9) Further precautions should be taken for the security of consignments of fruit and liquor. (Paragraphs 43-44.)

(10) Local Governments should consider the question of extending railway police jurisdiction to private sidings in colliery areas. (Paragraph 46.)

(11) The provincial system of organization should be retained. (Paragraphs 72—79.)

(12) **A Central Bureau of Information and Advice should be created.** (Paragraphs 81—87.)

(13) **A special detective and investigating agency for the railway police should be created in each province where not already established.** (Paragraphs 88—90.)

(14) The system of having a separate administrative officer, preferably an Assistant Inspector-General, is the most satisfactory. (Paragraph 92.)

(15) An experiment should be made of putting Deputy Superintendents in charge of sections and the question of the abolition of inspectorships considered. (Paragraphs 93-94.)

(16) Special courses of training for all ranks should be arranged. (Paragraph 95.)

(17) The rules on certain fundamental matters of procedure should be uniform throughout India. (Paragraph 97.)

(18) The primary responsibility for maintaining good relations between the railway officials and the railway police should be considered to rest with the police, and superior officers should see to it that such relations are maintained. (Paragraph 102.)

(19) Constant attention should be paid to promoting co-operation between the railway police and the district police. (Paragraph 103.)

(20) The issue of telegraphic reports of shortages from seal-intact wagons to the railway police should be discontinued and fortnightly or monthly classified summaries substituted, and all cases of shortage from wagons with damaged or missing seals should be registered as thefts. (Paragraphs 105-106.)

(21) Rules should be amended where necessary in regard to seal checking by the railway police. (Paragraph 109.)

(22) Officers in charge of railway police stations should be given power to search within the limits of district police stations through which their section of railway runs. (Paragraph 113.)

(23) Railway administrations should consider the setting apart of compartments adjoining third and intermediate class carriages reserved for females, for the use of their attendants and relatives. (Paragraph 114.)

(24) Protection should be afforded to passengers on night trains by the extended provision of bolts on doors and the employment of police guards of suitable strength. (Paragraphs 115—118.)

The changes proposed involve some small additional expenditure but their adoption will, the Committee believe, save Government, the railways and the public many times their cost every year.

(ii) Conclusion.

121. The Committee wish to acknowledge the assistance and courtesy they have everywhere received not only from Government officials and railway officers, but also from the representatives of commerce and trade. In particular they are indebted to the railway administrations for the arrangements made for their tour.

They also desire to place on record their appreciation of the work of the Secretary, Mr. H. C. Hunt, of the Indian Police. The high standard of his work and his devotion to duty have materially lightened their labours.

J. P. THOMPSON.

H. deL. ROSS,

F. W. HANSON,

R. G. NAIK,

UPENDRA LAL RAY.

C. ATKINS.

APPENDIX A.

Itinerary of the Committee's Tour, 1921.

Date.	Place.	Police witnesses.	Railway witnesses	Commercial witnesses.	Inspections.
		United Provinces.	*Oudh and Rohilkhand Railway*		
18th January to 22nd January 1921.	Lucknow	Mr. L. M. Kaye, I.P., M.L.C., Inspector-General of Police, Allahabad. Mr. A. F. K. Begbie, Deputy Inspector-General of Police, II Range, Allahabad. Mr. W. E. Acock, Superintendent of Police, Sitapur Mr. R. S. Bell, Superintendent, Government Railway Police, Gorakhpur. Mr. R. J. Fitzpatrick, Deputy Superintendent, Government Railway Police, Lucknow. Mr. E Macleod, Inspector, Government Railway Police, Lucknow Mr M J. Murphy, Inspector, Government Railway Police, Moradabad.	Mr. F. C. Harvey, Agent. .. .. .. Lieutenant-Colonel C. F. Anderson, D S O, R E, General Traffic Manager. Mr. W. H H. Young, M C, District Traffic Superintendent, Bareilly Khan Bahadur Mansur Ali Khan, District Traffic Superintendent, Lucknow. Mr. Walsh, Traffic Inspector. Mr J. R O'Connor, Station Superintendent, Lucknow. Mr C. Naidu, Station Master, Barabanki		Lucknow Station and Goods yard, Oudh and Rohilkhand Railway. Government Railway Police Office. Government Railway Police Station.
		Bombay Presidency.	*Great Indian Peninsula Railway*		
25th January to 28th January 1921.	Bombay	Mr. L Robertson, C.S.I., I C S, M.L C, Inspector-General of Police. Mr. W C. Holman, Deputy Inspector-General of Police, Southern Range, Belgaum.	Mr. A. C. Rumboll, C.I.E, O B E, Agent Mr. W. Alexander, C I E, O.B E, General Traffic Manager. Mr D S Burn, Deputy Traffic Manager.	Mr Shamrao Sett, Office Superintendent, Messrs. Ralli Brothers. Mr R D Hughes, Secretary, The Bombay Presidency Trades Association.	Carnac Bridge, Goods Depôt, B B and C. I. Railway. Wadi Bunder Goods Depôt G. I.P Railway.

APPENDIX A.—*contd.*

Date.	Place.	Police witnesses.	Railway witnesses.	Commercial witnesses.	Inspection.
25th January to 28th January 1921—*contd.*	Bombay—*contd.* ..	Mr. P. O'Brien, Superintendent, Government Railway Police, Bombay, Baroda and Central India Railway, Bombay.	Mr. E. B. Cooke, District Traffic Superintendent, *Bombay.*	Mr. L. U. Mongini, Master of the Bombay Presidency Trades Association.	Victoria Terminus G. R. P. Station.
		Mr. W. Y. Austin, Deputy Superintendent, Government Railway Police, Poona.	Mr. J. D. Flynn, Goods Superintendent, Victoria Terminus.	Mr. J. W. Linford, Proprietor of Pyrke's Stores.	G. R. P. Superintendent's Office, B. B and C. I. Ry., Colaba.
		Mr. W. Bird, Inspector, Government Railway Police, Victoria Terminus.	Mr. T. A. Adams, Station Superintendent, Victoria Terminus.	Mr. J. W. Fernandez, representing Messrs. Phillips and Company.	Port Trust Goods Sheds and Sidings.
		Mr. M. D. Rege, Sub-Inspector, Government Railway Police, Victoria Terminus.	Mr. T. C. Gwynne, District Traffic Inspector, Jalgaon.	Mr. V. A. Grantham, representing the Bombay Chamber of Commerce.	
			Rao Saheb G. A. Gokhale, Assistant Station Master (Goods), Poona.	Mr. Devidas Madhavji Thakersey, Vice-Chairman, The Bombay Native Piece goods Merchants' Association.	
			Bombay, Baroda and Central India Railway.		
			Mr. W. P. Pechey, General Traffic Manager.	Mr. Hansraj Pragji Thakersey, Vice-Chairman, The Indian Merchants' Chamber and Bureau.	
			Mr. H. W. Green, District Traffic Superintendent (Claims Section).	Mr. Misri Lal Sarangi, Honorary Secretary, The Marwari Chamber of Commerce.	
			Mr. A. G. Tydd, Goods Agent, Carnac Bridge.	Messrs. Tata Sons, Limited, Bombay.	
			Mr. Jehangirji, Station Master, Baroda.	The Secretary, The Grain Merchants' Association, Bombay.	
29th January 1921	Ahmedabad ..	Mr. Garside, Inspector, Government Railway Police.		Mr. Gobardhanbhai Issarbhai Patel, Secretary, The Mill-owners' Association.	Ahmedabad Railway Station Parcel and Goods yards.

APPENDIX A.—*contd.*

Date.	Place.	Police witnesses.	Railway witnesses.	Commercial witnesses.	Inspections.
			South Indian Railway.		
6th February 1921 ..	Trichinopoly ..	....	Mr. R. M. Logan, V. D., Agent ..	....	
			Mr. A. W. Acres, M.I.T., General Traffic Manager.		
			Mr. C. S. Rowbotham, V.D., Deputy Traffic Manager, (Claims Branch).		
			Mr. W. H. Higman, District Traffic Superintendent, Madura.		
			Mr. T. W. Parker, Traffic Inspector, Trichinopoly.		
			Mr. F. M. Merrit, Station Master, Madura.		
			Mr. M. S. Ramchandra Iyer, Station Master, Trichinopoly Fort.		
7th February 1921 ..	Madura	Mr. V. J. Devavaram, Sub-Inspector, Government Railway Police, Madura.	....	....	G. R. P. Station.
					Madura Railway Station Parcels Office, Goods and Transhipment sheds.
7th February 1921 ..	Bangalore ..	....	....	Mr. B. K. Garudachar, President, Mysore Chamber of Commerce, Bangalore.	
				Mr. W. C. Rose, Manager, Bank of Mysore, Bangalore.	
				Mr. S. Raja Rao (retired Traffic Inspector), Claims Agent, Bangalore.	

Date.	Place.	Police witnesses.	Railway witnesses.	Commercial witnesses.	Inspections.
			East Indian Railway.		
11th February to 17th February 1921—(*contd*)	Calcutta—(*contd.*)		Mr. C. M. Hindley, Agent. Colonel P. C. Sheridan, C. M. G., General Traffic Manager. Mr. A. E. Harrison, Traffic Inspector, Howrah. Mr. J. B. Hamilton, Goods Inspector, Mokameh Ghat. Babu Kalka Pershad, Station Master, Jumna Bridge.		
18th February 1921	Chandpur ..	....	....	....	Goods and transhipment yards.
		Assam Police.	*Assam Bengal Railway.*		
19th and 20th February 1921.	Chittagong ..	Mr. A. R. Giles, Superintendent, Government Railway Police, Chittagong. Maulvi Syed Hashmatullah, Inspector, Government Railway Police, Chittagong. Babu Upendra Chandra Deb, Inspector, Government Railway Police, Badarpur.	Mr. T. R. Nolan, Agent. .. Mr. A. J. Cooper, V.D., Traffic Manager. Mr. T. L. Buchan, District Traffic Superintendent, Jetties. Mr. J. C. Purcell, Assistant District Traffic Superintendent (Commercial). Mr. P. C. Janes, Supervising Station Master, Chandpur. Babu M. Ghosh, Station Master, Gauhati.	Mr. A. R. Leishman, representing the Chittagong and Naraingunj Chambers of Commerce. Mr. Upendra Mohan Pal and Mr. Amarchand, representing the Indian Merchants' Association, Chittagong. Mr. Nadir Ali Chaudhri, B.L., representing the Chittagong Traders' Association. Mr. Akhoy Kumar Sarkar, Professor of History, representing the Chittagong College Co-operative Credit Society.	The Jetties.
21st February 1921	Lumding ..	....	....	....	G. R. P. Station.

		...s, C.I.E., Inspector-[General] of Police.		Rai Saheb Mano Mohan Lahiri, M. L. C.	
		Mr. A. T. Halliday, Superintendent of Police, C. I. D., Shillong.	..	Rai Bahadur Promode Chandra Dutta, M. L. C.	
				Mr. Fox, representing the Surma Valley Branch of the Indian Tea Association.	
				Mr. Playfair, representing the Assam Valley Branch of the Indian Tea Association.	
				Babu Ramani Mohan Das, M L.C.	
				Khan Bahadur Mohibuddin Ahmed, M.L.C.	
25th February 1921	Naihati	....	..	....	Parcel office.
	Asansol	....	..	....	Asansol Railway Station—Parcel Office and Goods yard. Asansol G. R. P. Station.
26th February 1921	Mokameh Ghat and Mokameh.	....	..	....	Transhipment station, Goods yards and offices. G. R. P. Station, Mokameh.
27th February 1921	Moghal Sarai ..	....	..	....	Goods yards and Parcels Office. G. R. P. Station.
28th February to 1st March 1921	Benares	*Bihar.* Mr. F R. Ezechiel, Superintendent, Government Railway Police, Patna, East Indian Railway	*East Indian Railway.* Mr. H. E. Presswell, Divisional Traffic Manager (Claims), Cawnpore.	Mr. B. P. Halder, Proprietor, Annapurna Pharmacy, Cantonment.	G. R. P. Station, Benares Cant...

APPENDIX A—*contd.*

Date.	Place.	Police witnesses.	Railway witnesses.	Commercial witnesses.	Inspections.
		Behar—contd.	East Indian Railway—*contd.*		
28th February to 1st March 1921—*contd.*	Benares—*contd.*	Babu P. D. Misra, Deputy Superintendent, Government Railway Police, Patna, East Indian Railway.	Mr. D. M. S. Robertson, District Traffic Superintendent, Allahabad.	Messrs. S. C. Mullick & Co., Merchants, Benares.	Parcels Office, Benares Cantonment.
			Bengal and North-Western Railway.	Babu Bishwanath Prasad, Cloth Merchant, Jaunpur.	
		Babu Fauzdar Narain Kuar, Inspector, Government Railway Police, Gaya, East Indian Railway.	Lt.-Col. W. R. Izat, D.S.O., R.E., Agent	Messrs. Mohammad Ikram & Co., Merchants, Benares.	
			Mr. A. D. White, Traffic Inspector, Gorakhpur.	Mr. Mahommad Ali, Grain Merchant, Benares.	
		Mohommed Abdul Aiziz, Sub-Inspector, Government Railway Police, United Provinces, Benares Cantonment.	Mr. E. Lucas, Station Master, Sonepur.		
			Babu Janak Lal Jha, Station Master, Chapra.	Babu Parmeshwar Dyal, Cloth Merchant, Jaunpur.	
				Babu Jaidayal Madan Gopal, Cloth Merchants, Benares.	
				Messrs. Abhoy Ram Chunilal, Grain Merchant. Benares.	
				Babu Bisheshwar Prasad, Merchant, Benares.	
				Messrs. Murlidhar Kaluram, Grain Dealers, Benares.	
				Messrs. Mohammad Jan Mohammad Siddiq, Sugar Merchant, Benares.	
				Babu Gauri Shankar Prasad, Vakil, Benares.	
				Messrs. Suresh Chunder Mukerji and Company, Merchants, Benares.	

3rd March to 6th March 1921.	Nagpur	...	*Central Provinces.* Mr. K W. Deighton, Inspector-General of Police. Mr. L. C. E. Hurst, Additional Superintendent of Police, Saugor. Mr A. C Mayberry, Deputy Superintendent, Government Railway Police, Eastern Section, Raipur, Bengal Nagpur Railway. Mr. W. C. Glackan, Inspector, Government Railway Police, Nagpur. Mr. Sharif Muhammad Khan, Circle Inspector, Government Railway Police, Western Section, Hoshangabad, Great Indian Peninsula Railway. Mr. Baij Nath, Kaula, Sub-Inspector, Government Railway Police, Itarsi. Mr. Mazhar Naqi, Sub-Inspector, Government Railway Police, Raipur. *Hyderabad Deccan.* Mr. F. C. Crawford, Deputy Inspector-General, Railway Police, Hyderabad (Deccan) Nizam's Guaranteed State Railway.	....	Mr. J. R. Wilson, Secretary, Bihar Planters' Association Muzzaffarpore. Rai Bahadur Radha Krishna Jalan Merchant, Patna City. Babu Debi Prashad Dhandania, Merchant Bhagalpur. Mr. Hirjibhoy Hormusji, Cotton Agent, Empress Mills, Yeotmal. Mr. Kikabhai of the firm of A. Adamjibhoy, General Merchants, Raipur. Mr. Balkrishna Nathani, Merchant, Raipur. Mr. Mohammad Yakub, Kotwal, Kamptee. Mr. Sorabji Mehta, Manager, Empress Mills, Nagpur Mr Akbar Ali Mohamedali Hassanji, representing the Nagpur Merchants' Association.	G. R. P. Station Goods Yards.

		Punjab.			
17th March to 19th March 1921.	Lahore ..	Mr. C. G. D. Farquhar, Inspector-General of Police.	Mr. F. A. Hadow, Agent, North-Western Railway.	Lala Diwan Chand, Piecegoods Merchant, Amritsar.	Office of the Assistant Inspector General, and the Central Investigating Agency.
		Mr. M. C. Stead, M.V.O., Assistant Inspector General, Government Railway Police, Lahore.	Mr. V. A. Boalth, Traffic Manager ..	Lala Ratan Chand, O. B. E., President, The Tea Traders' Association, Amritsar.	G. R. Police, Station, Lahore Junction.
		Khan Bahadur Abdul Hakim, Deputy Superintendent, Government Railway Police, A Section, North-Western Railway.	Mr. N. F. Schofield, Assistant Traffic Superintendent (Claims).	Babu Mathra Das, Mill Owner and Secretary, the Bar Factory Association, Lyallpur.	Lahore Junction Parcels Office and Goods shed.
			Mr. C D. Jordan, Traffic Inspector.		
		Maulvi Ghulam Dastgir, Inspector of Police, Central Investigating Agency, Government Railway Police, Lahore;	Mr. C. C. Ryan, Station Superintendent, Lahore Junction.	Lala Pritam Dass, President, Indian Merchants' Association, Lyallpur.	
		North-West Frontier Province.			
		Mr. E W. Tomkins, C.I.E., O.B.E., Inspector-General of Police.		Mr Sheikh Muhammad, Proprietor, The Colony Flour Mills, Lyallpur.	
		Khan Saheb Rana Talia Muhammad Khan, Officiating Superintendent of of Police, Kohat.			
		Maulvi Syed Ali Shah, Inspector of Police.			
		Bihar.	*Bengal and North-Western Railway*		
23rd March to 30th March 1921.	Cawnpore ..	Mr R. S Macrae, C.I.E., O.B.E., Deputy Inspector-General, C. I. D., Patna.	Mr. J. Westwood, Officiating Traffic Manager, Gorakhpur.	Mr. S M. Bose, Allahabad	G. P. R Station, Cawnpore, E. I. R
				Mr. J. G. Ryan, Secretary, The Upper India Chamber of Commerce.	
		Mr T. M. Cook, Superintendent, Government Railway Police, Khargpur.	Mr. G. Brown, District Traffic Superintendent.		Cawnpore Goods Sheds.
		Babu Inder Sen Sachar, Inspector, Government Railway Police, Bengal and North-Western Railway, Samastipur.		Lala Khush Buksh Rai, Representing Messrs. B N. Rama and Company, General Merchants, Allahabad.	O. and R. Ry. B. B. and C. I Ry. G. I. P. Railway.
				Mr Bhagwant Narain Tandan, representing The Naini Glass Works, Allahabad	E. I. Railway.
				Babu Gopal Dass, Manager, the Tribeni Deshi Sugar Works, Naini, Allahabad.	

APPENDIX B.

Paragraph 48 of the report of the Railway Police Committee, 1907.

The revised classification of duties is as follows :—

I.—GOVERNMENT RAILWAY POLICE.

CLASS A.—*Crime.*

(Rank and file to be paid for entirely by Government.)

(1) Detection and investigation of offences cognizable by the railway police.

(2) Inquiry and report under section 132 of the Railway Act, IX of 1890.

(3) The arrest and detention of offenders in cognizable cases and other cases in which arrest is authorized by law.

(4) The prosecution in court of cognizable offences and non-cognizable offences under the Railway Act.

(5) The reporting of all instances of oppression and fraud on the part of railway subordinates or others.

(6) The travelling in passenger trains of specially selected officers and men for the prevention and detection of crime and for the surveillance of suspicious persons.

(7) The entry in prescribed registers and books of offences, reports and complaints of all descriptions brought to the notice of the police.

CLASS B.—*Order.*

(Rank and file to be paid for entirely by railways.)

(1) Control of passenger traffic inside the station premises more particularly on the platforms, in the booking offices, waiting halls and at the entrance and exit gates and wherever specially required on emergencies by the station officials.

(2) The control of vehicular and other traffic in the station compound.

(3) The maintenance of order in standing passenger trains, prevention of overcrowding, etc.

(4) Watching loaded passenger trains when standing in stations.

(5) The arrest of those found committing nuisances or suffering from infectious diseases and keeping the station premises clear of idlers and beggars.

(6) The examinations of all empty carriages on arrival at terminal stations for property left behind by passengers and to see that carriage fittings have not been tampered with.

(7) The removal of bodies of persons dying in the train and on station premises and conveyance to hospital of sick passengers.

II.—RAILWAY WATCHMEN.

(Watch and Ward).

(To be administered and paid for by the Railway Company.)

(1) Guarding of all goods sheds and yards.

(2) Guarding of goods trains when standing at stations.

(3) Guarding of brake and luggage vans.

(4) Guarding of all railway offices and buildings.

(5) Any other duties of like nature assigned to them.

APPENDIX C.

(1) *Extract from paragraph 103 of a " Statement of the case into which the Police Commission is to enquire " forwarded to the Government of India with letter No. 9383, dated the 23rd October 1902 from the Central Provinces Administration.*

* * * * * * * * * *

103. Unofficial opinion had little to say on this subject. Official opinion strongly condemned the system in force on the short lengths of the East Indian, Indian Midland and Rajputana-Malwa Railways. It was condemned as involving—

(1) Lack of co-operation between the district and railway police, which was thought to be practically unavoidable amongst native officials of separately organized departments.

(2) Remoteness of supervision over the railway police as the superior officers must be stationed at long distances apart. This also involves a want of touch with the District Magistrate.

Inconveniences of the system are most felt at Jubbulpore, where the railway station at head quarters is in charge of the East Indian Railway Police. It was stated that the district police

in the meantime buried the body. The District Magistrate had wired twice to the railway

In Nimar it was said that dacoits come down

small stations on the Rajputana-Malwa

* * * * * * * * * *

(2) *Extract from letter No. 22, dated the 1st September 1902, from the District Magistrate, Sukkur to the Commissioner in Sind*

* * * * * * * * * *

As regards the Railway Police Administration in this Province there is but one opinion, *viz.*, that the present extraordinary conditions should be done away with. The whole of the railway police, over a system extending for upwards of 700 miles, is in charge of a young officer of the Punjab police whose headquarters are at Karachi He is under no local control, being departmentally subordinate only to the Inspector-General of the Punjab. The officer in charge (we are speaking impersonally, as there have been several) practically ignores not only the District Superintendents of Police, but the District Magistrates. Some of these are, and have been, personally unacquainted with him.

The personnel of the railway police is also unsuitable, consisting as it does largely of Punjabis, who are absolutely useless as regards co-operation with the district police. There is no co-operation and an utter want of sympathetic working.

Statement showing the strength of the Railway

Presidency or Province.	Railway Police District.	Mile-age.	STRENGTH OF RAILWAY POLICE FORCE 1919.						
			Superintendent.	A. S. P. or D. S. P.	Inspectors.	Sergeants.	Sub-Inspectors.	Head Constables.	Constables.
Madras	Madras	2,171	1	1	5	5	32	73	622
	Trichinopoly ..	1,842	1	1	5	7	29	76	607
	TOTAL ..	4,013	2	2	10	12	61	149	1,229
Bombay, including Sind.	Bombay	1,235	1	..	5	4	18	96	387
	Poona	1,685	1	1	7	6	24	112	575
	Sind	766	1	..	3	3	12	64	290
	TOTAL ..	3,686	3	1	15	13	54	272	1,252
Bengal	Howrah	623	1	..	7	10	38	47	255
	Sealdah	765	1	..	7	6	28	49	296
	Saidpur	1,021	1	..	5	4	3	52	281
	TOTAL ..	2,409	3	..	19	20	96	148	832
United Provinces ..	A. Section Agra ..	1,477	1	1	6	11	44	59	420
	B. Section Lucknow	1,678	1	1	6	9	35	44	428
	C. Section Gorakhpur.	1,995	1	1	5	1	34	30	254
	TOTAL ..	5,150	3	3	17	21	113	133	1,102
Punjab	Lahore	4,027	1	4	9	19	47	260	1,177
Bihar and Orissa ..	Patna	942	1	1	4	1	28	47	238
	Samastipur ..	1,012	..	1	2	..	13	24	151
	Kharagpur ..	1,117	1	..	4	1	22	35	190
	TOTAL ..	3,071	2	2	10	2	63	106	579
Central Provinces ..	Raipur	1,270	1	1	1	1	9	27	107
	Hoshangabad ..	1,699	1	1	7	5	22	54	263
	TOTAL ..	2,969	2	2	8	6	31	81	370
Assam	Chittagong ..	1,144	1	..	3	1	15	24	164
North-West Frontier Province.	Peshawar ..	305	..	1	1	1	4	17	166
	GRAND TOTAL ..	26,774	17	15	92	95	484	1,190	6,871

DIX D.

Police and Crime dealt with during 1919.

Number of Police stations.	Average.		Crime (1919).			Remarks.
	Mileage per police station.	Number of investigations per police station.	Reported	Investigated.	Convicted.	
21	103	125	2,852	2,628	1,254	M. S. M., B. N., P. K. L. and N. G. Railways
17	108	125	2,327	2,117	1,079	S. I. Railway.
38	106	125	5,179	4,745	2,333	
10	124	250	2,567	2,497	457	B. B. and C. I. Railway.
13	130	185	2,584	2,403	908	G. I. P. and M. S. M. Railways.
11	70	129	1,547	1,422	220	N. W. Railway.
34	108	186	6,698	6,322	1,585	
13	48	226	4,574	2,938	816	E. I. Railway.
13	59	85	1,553	1,104	154	E. B. Railway.
18	57	56	1,144	1,009	207	E. B. and B. D. Railways.
44	55	115	7,271	5,051	1,177	
22	67	181	4,611	3,984	809	E. I. and G. I. P. Railways.
23	73	94	2,297	2,166	419	O. and R. and N. W. Railways.
28	71	76	2,283	2,120	387	B. and N. W., R. K. and C. A. Railways
73	71	113	9,191	8,270	1,615	
30	134	107	3,210	3,208	838	N. W., E. I., B. B. and C. I., G. I. P. and J. B. Railways.
23	41	109	3,008	2,498	368	E. I. Railway.
9	112	130	1,170	1,170	192	B. and N. W. Railway.
13	86	115	1,520	1,493	282	B. N. Railway.
45	68	115	5,098	5,161	892	
7	181	135	1,121	948	105	B. N. Railway.
14	121	123	2,114	1,721	309	G. I. P., E. I., and B. B. and C. I. Railways.
21	141	127	3,235	2,6[illegible]9	504	
12	95	50	649	596	115	A. B., D. S. and J. P. Railways.
4	76	54	214	214	37	N. W. Ry.
301	89	120	41,315	36,236	9,046	

Statement showing crime classification according

Presidency or Province.	Railway Police District.	Total offences.		1915.						
		1915.	1919	I	II	III	IV	V	VI	TOTAL.
Madras	Madras ..	[illegible]	2,171	6	16	18	1	[illegible]	[illegible]	[illegible]
	Trichinopoly ..	1,777	1,842	11	22	15	1	[illegible]	945	2,078
	Total ..	3,927	[illegible]	17	38	33	2	[illegible]	1,814	3,971
Bombay including Sind.	Bombay ..	[illegible]	1,235	4	25	53	1	472	158	713
	Poona	[illegible]	1,685	9	31	51	5	[illegible]	304	1,363
	Sind ..	765	766	6	21	48	..	1,181	73	1,329
	Total ..	3,647	[illegible]	19	81	152	6	2,613	565	3,435
Bengal	Howrah ..	(a) 1,327	[illegible]	21	43	141	10	3,940	539	4,697
	Sealdah ..	711	765	26	21	117	4	1,184	259	1,621
	Saidpur ..	956	1,021	20	12	97	5	825	165	1,124
	Total ..	[illegible]	[illegible]	67	76	358	19	5,949	973	7,442
United Provinces ..	A Section, Agra ..	1,483	1,477	11	28	31	..	2,259	206	2,535
	B Section, Lucknow	1,678	1,678	10	26	22	..	1,695	225	1,978
	C Section, Gorakhpur	1,995	1,995	11	18	15	..	1,266	156	1,466
	Total ..	[illegible]	5,150	32	72	68	..	5,169	587	5,919
Punjab ..	Lahore ..	[illegible]	4,027	12	85	97	8	[illegible]	599	3,169
Bihar and Orissa ..	Patna	(b) ..	942	6	14	180	4	1,485	85	(c) 1,694
	Samastipur ..	1,012	1,012	17	13	50	2	555	81	718
	Kharagpur ..	979	1,117	9	29	8	25	948	83	1,175
	Total ..	1,991	3,071	32	56	231	31	2,988	249	3,587
Central Provinces	Raipur ..	1,241	1,270	3	19	57	2	789	95	965
	Hoshangabad ..	1,574	1,699	9	30	78	1	1,516	145	1,779
	Total ..	2,815	2,969	12	49	135	3	2,305	240	2,744
Assam	Chittagong ..	1,144	1,144	7	12	51	1	382	36	489
North-West Frontier Province.	Peshawar ..	258	305	1	9	1	..	120	50	181
	GRAND TOTAL ..	26,127	26,774	229	477	1,126	70	23,922	5,101	30,928

*CLASS I.—Offences against the State, public tranquillity, safety and justice.
CLASS II.—Serious offences against the person.
CLASS III.—Serious offences against person and property, or against property only.

DIX E.

to the six classes of offences, 1915 and 1919.*

1919							Difference.		Remarks
I	II	III	IV	V	VI	Total	+	—	
5	22	50	1	1,814	960	2,852	959	..	
23	15	27	2	1,423	841	2,327	249	..	
28	37	73	3	3,237	1,801	5,179	1,208	.	
12	29	80	2	2,269	175	2,567	1,824	.	
15	25	66	2	2,253	223	2,584	1,221	..	
15	28	50	6	1,381	68	1,547	218	..	
42	82	196	9	5,903	466	6,698	3,263	.	
10	40	66	5	3,880	573	4,574	..	123	(a) Includes Bihar and Orissa Mileage for 1915.
15	17	78	6	1,218	189	1,553	..	68	
11	13	101	5	866	148	1,144	20	..	
36	70	245	16	5,964	910	7,271	..	171	
30	37	63	1	4,212	278	4,611	2,076	..	
24	34	18	..	2,093	128	2,297	319	..	
26	29	19	..	2,046	163	2,283	877	..	
80	100	90	1	8,351	569	9,191	3,272	.	
41	75	86	2	2,622	384	3,210	50	.	
24	26	127	5	2,729	97	3,008	1,314	.	(b) Mileage for 1915 included in Bengal (Howrah) from which Bihar and Orissa was separated in 1916
22	11	70	1	961	105	1,170	452	.	
7	27	106	6	1,306	68	1,520	345	..	
53	64	303	12	4,996	270	5,698	2,111		(c) Figures for 1916.
4	6	62	2	974	73	1,121	156	.	
5	27	77	.	1,907	98	2,114	335	..	
9	33	139	2	2,881	171	3,235	491		
11	11	69	3	496	59	649	160	..	
4	12	8	..	158	32	214	33	..	
301	454	1,209	48	34,628	4,662	41,345	10 417	.	

Class IV —Minor offences against the person.
Class V —Minor offences against property
Class VI —Other offences not specified above.

APPEN

Statement showing cases of thefts from goods

Presidency or Province.	Railway Police District.	Thefts from goods trains.				Thefts from goods sheds and transhipment stations.			
		1915.		1919.		1915.		1919.	
		Reported.	Convicted.	Reported.	Convicted.	Reported.	Convicted.	Reported.	Convicted.
Madras	Madras	371	42	421	63	138	56	165	76
	Trichinopoly	163	4	104	12	251	26	423	119
	Total ..	537	46	525	75	389	82	589	195
Bombay, including Sind	Bombay ..	64	8	1,228	66	276	141	616	233
	Poona	168	..	511	101	574	285	1,406	632
	Karachi	592	52	621	13	188	48	502	88
	Total ..	824	60	2,370	180	1,018	474	2,404	953
Bengal	Howrah	982	36	2,062	70	161	28	315	19
	Sealdah ..	89	4	152	7	164	13	185	11
	Saidpur	198	8	104	2	183	42	160	37
	Total ..	1,269	48	2,318	79	508	83	660	67
United Provinces ..	A. Section, Agra ..	631	2	981	20	651	96	1,370	209
	B. Section, Lucknow ..	468	3	426	2	365	50	389	69
	C. Section, Gorakhpur ..	325	5	465	9	175	43	641	85
	Total ..	1,424	10	1,872	31	1,191	189	2,400	363
Punjab ..	Lahore	1,145	22	1,344	41	193	12	329	58
Bihar and Orissa	Patna	588	115	1,364	136	62	..	88	..
	Samastipur	69	2	219	..	68	14	77	7
	Kharagpur ..	60	2	162	3	197	22	170	25
	Total ..	717	119	1,745	139	327	36	335	32
Central Provinces	Raipur	178	15	216	11	297	18	249	26
	Hoshangabad	427	13	546	38	253	37	349	64
	Total ..	605	28	762	49	550	55	598	90
Assam	Chittagong	77	3	88	4	20	3	17	5
North-West Frontier Province.	Peshawar	..	..	..	..	93	25	144	17
	Grand Total ..	6,898	336	11,227	598	4,479	989	7,476	1,778

DIX F.

trains, etc., reported during 1915 and 1919.

Thefts from passengers.				Assaults on female passengers.				Remarks
1915.		1919.		1915.		1919		
Reported.	Convicted.	Reported.	Convicted.	Reported.	Convicted	Reported.	Convicted	
248	93	338	152	2	..	3	2	
282	84	327	155	5	..	..	..	
530	177	665	307	7	..	3	2	
73	19	100	20	1	..	1	1	
75	*	100	*		..	..	..	
243	43	321	55	1	1	1	1	
391	62	530	75	2	1	2	2	
272	82	354	89	3	2	7	4	
162	68	171	67	2	2	..	..	
137	48	172	53	1	1	3	1	
571	198	697	209	6	5	10	5	
419	92	645	144	3	..	1	..	
297	77	392	98	2	2	1	..	
273	69	445	97	1	1	2	..	
989	238	1,482	339	6	3	4	..	
298	220	674	517	5	4	9	3	
60	*	137	*	..	..	5	3	
91	45	114	5	3	..	..	..	
99	39	117	64	3	1	2	1	
250	84	368	69	6	1	7	4	
168	23	223	28	3	1	..	..	
413	52	489	74	4	1	..	..	
581	75	712	102	7	2	..	..	
15	7	63	26	..	..	..	..	
..	..	..	..	..	..	..	..	
3,625	1,061	5,191	1,674	39	16	35	16	

APPENDIX G.

Statement showing goods earnings and compensation paid and strength of watch and ward staff on railways.

Name of Railway.	Goods earnings.		Amount of compensation paid.		Strength of Watch and Ward staff.	
	1910-11.	1919-20.	1910-11.	1919-20.	1911-12.	1920-21.
	Rs.	Rs.	Rs.	Rs.		
Great Indian Peninsula Railway ..	[illegible]	8,66,10,783	2,37,7[illegible]	12,9[illegible]	25[illegible]	674
Madras and Southern Mahratta Railway.	2,64,63,810	3,72,11,770	47,[illegible]	2,40,[illegible]	423	671
Bombay, Baroda and Central India Railway (Broad gauge)	1,72,71,000	3,18,52,000	1,02,[illegible]	13,95,252	276	1,067
Bombay, Baroda and Central India Railway (metre gauge)	1,53,25,000	2,26,38,000	78,104	11,12,913		
North-Western Railway	5,88,16,000	7,68,12,000	2,67,246	12,88,671	1,191	1,663
East Indian Railway	5,87,55,131	8,35,47,725	2,69,077	12,71,5[illegible]	904	1,159
Oudh and Rohilkhand Railway ..	73,37,310	1,16,70,312	25,167	2,37,[illegible]	279	451
Bengal-Nagpur Railway	1,89,68,000	4,53,46,000	26,325	1,78,237	291	781
South Indian Railway	1,02,71,000	1,85,91,000	14,580	72,602	446	450
Bengal and North-Western Railway ..	84,31,292	1,22,00,705	22,804	1,04,622	750	602
Assam-Bengal Railway	27,40,110	51,64,631	5,625	19,451	120	250
Rohilkhand and Kumaon Railway ..	29,93,467	33,41,986	12,280	14,300	167	99
Eastern Bengal Railway	1,51,22,000	2,25,12,000	65,902	1,48,012	747	702
Total ..	29,35,77,548	44,50,91,925	13,16,318	73,86,445	6,013	8,322

APPENDIX H.

Statement comparing the work of railways in 1902 (date of Police Commission) and 1919 20.

Mileage, earnings, etc	1902.	1919-20.
Mileage of railways open	25,931	36,735
Gross earnings	Rs. 33,92,69,000	89,15,32,000
Number of passengers carried	196,648,000	533,180,400
Tonnage of goods moved	45,637,000	87,630,000
Train mileage, Goods and Coaching	92,627,000	162 161 000
Number of railway servants employed	392,617	711,090